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ABSTRACT

This document contains information about, from, and related to a seminar that was convened to bring together senior members of all sectors of education with representatives of business to examine the "UNESCO (United Nations Educational, Scientific, and Cultural Organization) Report on Education for the 21st Century" (also known as the Delors Report). "Introduction" (John P. Keeves) presents an overview of the seminar's purpose, which was to extend the original idea of Learning to Be into four pillars underlying education and life, which are as follows: learning to be, learning to know, learning to do, and learning to live together. A list of seminar participants is provided. "Education for the 21st Century: A South Australian Perspective" (G. Spring) examines the following topics: the significance of the Delors report; the purpose, outcomes, and recommendations of the Melbourne conference "Education for the 21st Century in the Asia Pacific Region"; the conference's significance in shaping new policy initiatives and directions in Australia and the Asia-Pacific region; and directions for Australian education in the 21st century. A seminar discussion is provided that focuses on the following themes: globalization, identity, citizenship, and values; education and the economic future of South Australia; new technologies; education and the world of work; adult lifelong learning; universities and research; and teachers and teacher education. Presented next are conclusions and recommendations. The following supporting papers conclude the document: "From Recurrent Education to Lifelong Learning"

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(R.J. Ryan); "Learning: The Treasure Within--An Introduction and Comment" (J.P. Keeves); and "Implications of the Delors Report for Schooling in South Australia" (G.R. Teasdale). (MN)

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FLINDERS UNIVERSITY
INSTITUTE OF INTERNATIONAL EDUCATION

Invitational Seminar on the Delors Report

Learning – The Treasure Within

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FLINDERS UNIVERSITY
INSTITUTE OF INTERNATIONAL EDUCATION

Invitational Seminar on the Delors Report

Learning – The Treasure Within

Flinders University **1999**

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INTRODUCTION

This is the Final Report of the Flinders University Institute of International Education high-level seminar on the UNESCO Report *Education: The Treasure Within* (the Delors Report), held at the University on 17 November 1998.

The Institute has undertaken as one of its key tasks the dissemination of the idea of Lifelong Learning as a master concept for the planning and management of education at all levels. We believe that this concept, advocated not only by UNESCO but also by The Organisation for Economic Cooperation and Development and advanced in key public statements by the European Union and by the British and other European governments, offers the only sure way for Australia and South Australia to become full participants in the knowledge based economy which will characterise the 21st century.

Equally, the notion of lifelong learning charts a course by which the new economic order can be built within a fulfilling and inclusive social context. It is a key theme of the Delors Report, and of the seminar proceedings outlined here, that only by following all four pillars of learning – learning to be and learning to live together, as well as learning to know and learning to do – that societies can truly access the 'treasure within'.

Purpose Of The Seminar

The purpose of the seminar was to bring together senior members of all sectors of education with representatives of business and the community to examine the UNESCO Report on Education for the 21st Century (the Delors Report).

Learning: The Treasure Within further developed and up-dated the concept of Lifelong education popularised by the famous UNESCO (Faure) Report of 1972 (*Learning to Be*).

The Delors Report extended the original idea of Learning to Be into four pillars underlying education and life:

- Learning to Be
- Learning to Know
- Learning to Do
- Learning to Live Together

In April 1998 a successful conference in Melbourne examined ways in which the Delors principles could be applied to education in Australia and its region. The report of that conference, *Education for the 21st Century in the Asia Pacific Region*, was taken as a foundation for the South Australian seminar, which set out to examine how the insights

of Delors, and of the Melbourne Conference participants, could be applied within South Australia.

The procedure adopted was to develop seven themes from the Melbourne Conference Report and to ask seminar participants with appropriate expertise to frame discussion within a South Australian context. (In the event two themes – Education and the Economic Future of South Australia and Education and Work – were discussed together).

Special Guests

The Institute was fortunate to attract Mr Geoff Spring, then Secretary of the Ministry of Education, Victoria and a member of the Australian National Commission for UNESCO, as keynote speaker. Not only does Geoff have a deep understanding of the Delors concepts, but as his address illustrates, he has a keen sense of how a conceptual breakthrough can be implemented through innovative policy and practice.

The Institute is grateful for Mr Spring's significant contribution. May I also extend thanks to the South Australian Minister for Education, Training and Youth Affairs, Hon Malcolm Buckby, MP, who delivered a thoughtful opening address and to the Vice Chancellor of the Flinders University of South Australia, Professor Ian Chubb, who personally extended the University's welcome to participants and also contributed to the seminar's discussion.

Additional Material

This final report also contains some material prepared in conjunction with the seminar but not delivered on the day, which we judge will assist readers not fully familiar with the detail of the Delors report and the discussions surrounding it. Robin Ryan has prepared a brief history to bridge the Lifelong Learning developments of the 1990s and the earlier vision of lifelong or recurrent education, popularised in the 1970s. I have prepared a general introduction to the ideas of the Delors report and commented on some themes which seem to be particularly important. Bob Teasdale has expanded his introductory comments at the seminar, with special emphasis on schooling in South Australia, for a follow-on meeting of Superintendents and Assistant Directors in education and children's services. We hope that this additional material will help readers use the report as a comprehensive introduction to the ideas of the UNESCO Report on Education for the 21st century.

John P Keeves
Chair
Flinders University Institute of International Education

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Mr Geoff Spring
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Guest Speaker

Mr Geoff Spring
Planning for Education in the 21st Century: Putting World Wide Trends into Local Context

Lead Commentators

- *Globalisation, Identity, Citizenship, Values* – Professor Bob Teasdale, Director, Flinders Institute of international Education
- *Education and the Economic Future of South Australia* – Professor Kevin O'Brien, Pro Vice Chancellor and Head of Division of Business and Enterprise, University of South Australia
- *The New Technologies* – Ms Jillian Dellit, Education.au Ltd
- *Adult Lifelong Learning* – Ms Gene Wenham AM, Chair, Adult Community Education Council of SA
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- *Teachers and Teacher Education* – Professor Alan Russell, Dean, School of Education, Flinders University of South Australia

EDUCATION FOR THE 21st CENTURY: A SOUTH AUSTRALIAN PERSPECTIVE

G. Spring

The Honourable Malcolm Buckby, Minister for Education, Children's Services and Training, Chairman, Professor John Keeves, distinguished guests, ladies and gentlemen.

Thank you for your invitation to be here today. The close collaboration between South Australia and Victoria in jointly planning the UNEVOC conference, Vocational Education and Training in the Asia-Pacific Region, in Adelaide and the Melbourne conference on the Delors report in March this year, enabled both our states to attract a much higher overseas contingent to both events. The resultant focus on education and training in our region has I believe been most worthwhile.

This forum today, Education for the 21st Century: a South Australian Perspective, is one of many such forums being held around the region which are building on the deliberations of those two major conferences.

I would like to congratulate all involved in this initiative. I believe that provided we as educators have the individual and collective will to use it, the Delors report on education for the 21st century has the potential to influence in a very positive way the shape of education around the world well into the next century.

Why is this? Because the report takes a holistic, longer term view of education as, and I quote from Delors, 'an indispensable asset in its attempt to attain the ideals of peace, freedom and social justice' (p. 13).

The report goes against the trend in recent years of short term responses to economic and financial pressures overshadowing our responsibility to look ahead on behalf of our children and young people. I quote again from Delors,

> The Commission (on Education for the 21st Century) does not see education as a miracle cure or a magic formula opening the door to a world in which all ideals will be attained, but as one of the principal means available to foster a deeper and more harmonious form of human development and thereby to reduce poverty, exclusion, ignorance, oppression and war (p. 14).

I intend to frame my address around five questions:

- What is the significance of the Delors report in the context of UNESCO's activities over the past 30 years and how important is the Delors report for Australia?

- What was the purpose of the Melbourne conference Education for the 21st Century in the Asia Pacific Region and what were its major outcomes and recommendations?

- How significant was the Melbourne conference in shaping new policy initiatives and directions in Australia and the rest of the Asia-Pacific region and what else needs to be done to ensure the conference outcomes are being considered when formulating policy and practice?

- What directions should Australian education take as we move into the 21st century? I'd like to include some observations on Victoria's response to the Melbourne conference and some of my own views on which recommendations of the conference report I believe are particularly worthy of attention.

How do we ensure that we achieve reform?

Before proceeding to answer these questions I think it is useful to reflect briefly on some elements of the context of education and training as we prepare to enter the next century.

The world has moved from an industrial age to an information age. The environment within which nations, governments, organisations and individuals live has changed–and continues to change at an often disconcerting pace.

The Delors committee rightly points out in its report that this change brings with it a number of tensions which need to be confronted and, if not reconciled, at least acknowledged and managed constructively. Paraphrasing Delors,

- tension between the global and the local – people need gradually to become world citizens without losing their roots;

- tension between the universal and the individual – culture is steadily being globalised but as yet only partially. People need to be able to reach their full potential within the careful tended wealth of their own traditions and cultures which unless we are careful can be endangered by globalisation;

- tension between the traditional and the modern – how is it possible to adapt without turning one's back on the past;

- tension between long-term and short-term considerations – public opinion cries out for quick answers and ready solutions whereas many problems call for a patient, concerted, negotiated strategy of reform. This is precisely the case where education policies are concerned;

- tension between, on the one hand, the need for competition and, on the other, the concern for equality of opportunity – the pressures of competition have caused many of those in positions of authority to lose sight of their mission, which is to give each human being the means to take full advantage of every

opportunity. This led the Commission to rethink and update the concept of lifelong education so as to reconcile three forces: competition, which provides incentives; co-operation, which gives strength; and solidarity, which unites;

- tension between the spiritual and the material – the need for the preservation and promulgation of strong values and ideals in the face of a strong materialistic culture; and, perhaps above all
- tension between the extraordinary expansion of knowledge and our capacity to assimilate it.

This final one, the expansion of knowledge and our capacity to assimilate it, places a particular pressure upon education. At a time when there are already ever-increasing demands being made to add to curricula, especially school curricula, we are constantly being forced to make choices about what we teach.

Certainly, across all nations, the developed and the developing, there is an increasing demand for high levels of literacy, numeracy, technological skills and the competencies, such as problem-solving and team-working abilities, that are required for successful work. It is safe to predict that the demand for these skills will remain strong in the future.

As workers around the world are already discovering, they must be adaptable, prepared to change jobs several times during their working lives in a way perhaps that many of us have not, and be prepared to be re-educated or re-trained, otherwise they risk being made obsolete in the labour market by unceasing and accelerating change and demand

Countries with an education philosophy based on quality will produce people with the skills, knowledge and understanding to thrive in this new environment, a focus on quality outcomes, not solely on quantity inputs, are likely to be the keys to economic success in a world that is increasingly open not only to competition but also sophisticated forms of cooperation.

Looking beyond the information revolution, there is a growing understanding that the winners in the post-information era will be those countries who have invested most wisely in developing their intellectual capital.

In this world of change, however, it is important to realise that there are some things that should, and I believe will, remain immutable

Education is not simply about preparing people to take their place in the knowledge-age economy of the 21st century. It is about enlarging people's minds, enlivening their imagination, arousing their curiosity, assisting them to learn how to think.

It is about preparing them for citizenship, equipping them with skills and knowledge for leading successful and fulfilling lives.

It is about helping people to learn and appreciate their culture, language, and history, thus strengthening their sense of identity and their sense of belonging to the community of which they are a part. These roles for education are universal.

Therefore the broad goals for education should reflect a balance between the utilitarian and the developmental. Education should:

- equip students for a productive future against a background of continuing change characterised by advances in technology;
- nourish and enlarge the intellectual capacities of students;
- prepare students to lead fulfilling and constructive lives as citizens and members of their community; and
- teach students an appreciation of their culture and history.

Statements of broad objectives for education like these have remained largely unchanged for centuries. And that is an important point. Even though the environment changes and new technologies accelerate, the essential objectives of education must not be lost from sight.

It is so easy to be dazzled by change, that we lose sight of fundamental purposes, to lose the ideal of aspiring to a better condition for humankind.

This is well recognised by the Delors committee. Let me draw just two quotes from its report:

> At the dawn of a new century the prospect of which evokes anguish and hope, it is essential that all people with a sense of responsibility turn their attention to both the aims and means of education ... while education is an ongoing process of improving knowledge and skills, it is also – perhaps primarily – an exceptional means of bringing about personal development and building relationships among individuals, groups and nations (p. 14).

> Education is at the heart of both personal and community development; its mission is to enable each of us, without exception, to develop all our talents to the full and to realise our creative potential, including responsibility for our own lives and achievement of our personal aims (p. 19).

I turn now to the first of the five questions I raised earlier, while emphasising the importance of these extracts from Delors when considering my suggested responses.

What is the significance of the Delors report in the context of UNESCO's activities over the past 30 years and how important is the Delors report for Australia?

The Delors report has designed a comprehensive framework in which essential and productive debate and reflection on the long term purposes, organisation and outcomes of learning can take place.

It is a seminal and very ambitious document, wider in scope than anything UNESCO has attempted since the late 1960s. It attempts to identify both the 'state of play' and desirable future directions for education across all sectors around the world. While its messages are particularly urgent for developing countries, the report draws developed countries into UNESCO's common purpose of establishing a united, equitable and sustainable world.

The report is much wider in scope than its other major initiative in the decade, the Education for all program launched in 1990.

For those of you who may be unfamiliar with the origins of the report, the UNESCO General Conference officially established the International Commission on Education for the 21st Century in 1993.

The Commission was funded by UNESCO, but functioned independently. It consisted of fifteen eminent people from around the world from a variety of cultural and professional backgrounds. It was chaired by Jacques Delors, President of the European Commission from 1985–95, and a former French Minister of Economy and Finance.

The Commission spent three years in consulting extensively on a world-wide basis.

The main challenge facing the Commission was the enormous diversity of educational situations, conceptions and structures around the world, plus the huge volume of research material available.

In the words of the Commission's report, 'it was thus obliged to be selective and to single out what was essential for the future, bearing in mind both geopolitical, economic, social and cultural trends on the one hand and, on the other, the part educational policies could play.' (Learning: the Treasure Within, UNESCO, 1996, p. 249).

The result of the Commission's three years of work was its report titled, Learning: the Treasure Within, presented to UNESCO in 1996, known as the Delors report.

The report enunciates three directions for effort in educational renewal and reform:

- a holistic approach to education reform, encompassing all the sectors from basic education to university study;
- re-defining roles and professional requirements of teachers; and

- the need for international cooperation with the concept of educating for a global society.

Within this context it identified four 'pillars' as the foundations of education that emphasise the concept of learning throughout life:

- Learning to Know – which focuses on combining sufficiently broad general knowledge and basic education, with the opportunity to work in-depth on a small number of subjects, in the light of rapid changes brought about by scientific progress and new forms of economic and social activity. This also includes learning how to learn, so as to benefit from ongoing educational opportunities arising throughout life.

- Learning to Do – which emphasises the learning of skills necessary to practice a profession or trade, including all schemes in which education and training interact with work. People also need to develop the ability to face a variety of situations, often unforeseeable, and to work in a team approach. Partnerships between education, business and industry are encouraged.

- Learning to Live Together – which argues that in the current context of globalisation, people must come to understand others, their history, traditions and cultures, through living and interacting peacefully together

- Learning to Be – which emphasises the development of human potential to the fullest. As we enter the 21st century, everyone will need to exercise greater independence and judgment, combined with a stronger sense of personal responsibility.

The report is not a blueprint for reform but rather the 'principal instrument for dialogue concerning the role of education and the need for educational reform into the 21st century'.

It argues that the impact of globalisation and its interrelationship with the explosion in information technologies and communication, together with increasing disparity between nations and populations, calls for this dialogue to be held across national borders. It also reminds us that the fundamental right to education is not yet a reality for many people.

While UNESCO remains committed to promulgating the deliberations and recommendations of the report, it is the responsibility of regions and individual nations and states to consider the report and to adapt its recommendations to the state, national and regional context. This is beginning to happen.

The Melbourne conference, about which I will speak in a moment, was the first of what it is hoped will be a number of regional conferences around the world.

Your invitational conference today is one of a number that are being organised to concentrate locally within the global framework of Delors.

I now turn to my second question and the purpose of the Melbourne conference and its outcomes.

What was the purpose of the Melbourne conference Education for the 21st Century in the Asia Pacific Region and what were its major outcomes and recommendations?

The Melbourne conference represented a unique opportunity for the vast Asia-Pacific region to make its contribution to global debate and to set directions for education and related areas in the region for the decades ahead.

The conference was attended by over 600 delegates from more than 60 countries including all Asia-Pacific members of UNESCO plus representatives from Africa, the Arab States, Europe and South America. The Delors report was thus viewed from diverse philosophical approaches.

In order to gain maximum long-term impact from the event, the conference organisers invited a wide range of decision-makers and leaders who could influence and implement policy to improve strategies for delivering education to many of those most in need.

Conference Objectives

The overarching objectives of the Melbourne conference were :

- to bring together, in an atmosphere of cooperation and sharing, the leaders, policy-makers and working professionals from governments, educational institutions, business, industry training bodies, non-government organisations and any groups associated with the provision of education and training at all levels and sectors, both formal and non-formal, particularly from UNESCO member states of the Asia-Pacific Region;

- to build an awareness of the Delors report, to put it into a regional context, and to use it as a basis for discussion on how the region should best develop policies and strategies for education for the 21st century; and

- to develop a conference Declaration that included recommendations for policy development and implementation, particularly directed to the work of UNESCO in the region.

The conference sessions focused on the Delors four pillars as well as on strategic themes which impacted across the four areas. These themes included equity, access, partnerships, quality, values and information technology.

Conference Outcomes

The delegates to the Melbourne conference seemed deeply committed to effective change and to address those challenges I identified in my opening remarks.

As you are aware the conference produced a Declaration and a set of 85 recommendations which you have before you in the conference report Education for the 21st century in the Asia-Pacific Region.

In summary, the major recommendations of the Declaration address are:

- a continued effort to ensure the delivery of a basic education to all, given the high illiteracy rates in many countries, with special attention to literacy and numeracy and appropriate assessment strategies;
- an emphasis on youth and secondary education;
- recognition of the potential of new technologies and planning for effective strategies;
- encouraging science teaching and learning;
- community and adult education: life-long learning;
- higher education initiatives and the importance of international cooperation;
- research and innovation;
- the selection, training, status and professional development of teachers and trainers;
- the relationship between work and education;
- the importance of increasing global awareness of the need to cooperate;
- citizenship and civics education;
- values and moral education;
- education and the arts;
- sustainable development; and
- the education of girls and women.

I now turn to my third question, the significance of the Melbourne conference.

How significant was the Melbourne conference in shaping new policy initiatives and directions in Australia and the rest of the Asia-Pacific region and what else needs to be done to ensure the conference outcomes are being considered when formulating policy and practice?

Much has happened and continues to happen since the Melbourne conference, some of it explicit and some of it perhaps less obvious. As you all know, the importance of such conferences lies as much in the value of getting ideas onto the table, establishing networks, and stimulating debate and new ways of thinking. The conference has certainly achieved that and kept the Delors report at the forefront of thinking on education in this region.

In terms of more tangible outcomes there are many examples. Let me detail a few.

- A vast amount of post-conference correspondence from around the region indicates that momentum is building, largely sparked by an increasing interest in the UNESCO material. Examples include:

- Regional/national forums and debates on education, putting the Delors report and Melbourne conference into local context. We have provided many National Commissions around the region with copies of the Melbourne report and videos, and responded to their requests for advice.

- Television and radio programs have been broadcast in some countries, based on the Melbourne conference and its local follow-up.

- Countless editorials, articles and commentaries relating to the conference and its outcomes have been published in many national, organisational and educational journals around Australia and beyond.

- Many countries have written letters since the conference, expressing their commitment to following through the outcomes.

- UNESCO's Office of the Assistant Director-General for Education in Paris has a specific responsibility to follow up the many education aspects of the Melbourne conference, including the Youth Study, the Review of Secondary Study, the research on civics and citizenship and the initiatives for teachers.

Professor Phillip Hughes, chief rapporteur at the conference and member of the original steering committee, has worked for four months at UNESCO Paris in the unit of the Director of Education for the 21st Century. This ensured that regional educational issues were kept to the fore, and assisted Asia-Pacific countries in their policy development. The Unit coordinates a range of projects relating to the follow-up of the Delors report, and has developed an interactive site on the Internet, for debate on education, specifically through the Delors report.

- As UNESCO considers the development of its next Medium Term Strategy Plan for the years 2000–07, it will incorporate as many recommendations from the Melbourne conference as possible. Member states are urged to maintain momentum on these matters through their National Commissions.

- The World Education Fellowship is holding its 40th International Conference in Tasmania over the coming New Year period. It will adopt the theme, Educating for a Better World: Vision to Action and will develop further the outcomes of the Melbourne conference, using the Delors Four Pillars of Education as a model, and literally working to translate the visionary outcomes of the Melbourne conference into an active reality.

- The World Education Fellowship has played a continuing role in promoting progressive educational ideas for many years, and is a non-political, non-religious movement which enjoys consultative status with UNESCO.

- The UNESCO Bangkok Office has developed interactive on-line facilities, to enable interactive dialogue on each of the Four Pillars of Education to continue following the Melbourne UNESCO conference. The forum facilitates information sharing, initiates ideas, promotes collaborative working, assists in joint problem-solving and provides mutual support, particularly for developing countries.

- The UNESCO Pacific Regional Office in Samoa also continues to support, initiate and assist in coordinating and advising on any matters related to follow-up of all aspects of the Melbourne conference, and works in conjunction with the UNESCO Office in Bangkok.

- The Second Education Committee for Asia and the Pacific (EDCOM) was held last week at Bangkok, and considered the recommendations of the Melbourne conference and its implications for the current biennium plan.

- A meeting of UNESCO National Commissions of the Asia-Pacific region held in June this year has also considered the Melbourne recommendations, in the context of planning for the next biennium (2000–01). All National Commissions for UNESCO have been challenged to conduct education forums and symposiums within their own countries, using Learning: the Treasure Within as a focus, in addition to the outcomes of the Melbourne conference.

- The Fourth UNESCO-ACEID International Conference, Secondary Education And Youth At The Crossroads, was also held last week in Bangkok, organised by the Asian and Pacific Centre for Educational Innovation and Development. This meeting was an excellent opportunity for an appraisal of progress in post-conference implementation and follow-up. The work of ACEID focuses on the findings of the Delors report. ACEID promotes

educational innovation for development by initiating and responding to requests for program activities.

- Role of the Australian National Commission of UNESCO. While Department of Education, Training and Youth Affairs (DETYA) has the responsibility for national policy implementation, the Australian National Commission of UNESCO has been active in promoting the need for the Melbourne conference outcomes to be given prominence nationally.

- This South Australian forum today has been actively supported by the National Commission, and representatives attended a function here earlier this year with Minister Downer;

- the next meeting of the National Commission, early in December, will be addressing the most effective ways of promoting the conference outcomes as it prepares its new program of activities;

- the Commission is conducting a major Asia-Pacific regional science conference in Sydney in December. The program, and large number of participants, indicates that this will be a most influential vehicle for taking up the conference recommendations relating to science;

- distribution of the Delors report and the conference report; and

- promotion of the conference outcomes through the high-profile National Commission Newsletter.

- UNESCO Study Tour in Australia. At the Melbourne conference, Senator the Hon. Chris Ellison announced that Australia will, in cooperation with the UNESCO Office for the Pacific States, host a study tour of key opinion shapers from the region to visit Australia. Australia will share with the tour group our experiences and insights into delivering quality distance education, in particular sharing recent developments in the flexible delivery of Vocational Education and Training. DETYA has allocated $25,000 for this project. Site visits will include tours, discussion with distance education experts and observation of education delivery in school, vocational education and higher education sectors.

- UNESCO Projects Dissemination on Internet. Senator Ellison also announced that Australia will cooperate with UNESCO and member countries to improve the dissemination of the outcomes of UNESCO projects and activities in relation to education via the Internet. This initiative will enable students, teachers and researchers throughout the region to access the most up-to-date information and to establish specific interest networks.

- UNESCO Conference Home Page. As the Victorian Department of Education had responsibility for organising the Melbourne UNESCO conference, it established a conference home page early in 1997. This will continue to function under the present

arrangements for the foreseeable future. An abridged version of the conference report (including Keynote Addresses), the Declaration and conference recommendations, are available for downloading.

- The National Commission, together with DETYA, continues to support the Victorian Department of Education in its role of providing a Secretariat function for the various UNESCO school activities and programs, including the Associated Schools Project and the Growing Up Together Project both of which reflect tangible examples of many of the conference intentions.

These are all tangible examples of activity which has been generated by, informed by, or parallels the work of the Delors committee and the Melbourne conference. It is important that this momentum is not lost–conferences such as ours today can only assist in keeping it moving.

I turn now to my fourth, and no doubt most controversial, contribution to today's forum.

What directions should Australian education take as we move into the 21st century? I'd like to include some observations on Victoria's response to the Melbourne conference and some of my own views on which of the recommendations of the conference report I believe we need to concentrate our efforts.

During the latter part of the nineteenth century, the push in the nations that now make up the OECD was for mass primary education. Since World War II, the same societies have been aiming, with varied degrees of success, for mass secondary education. Now universal tertiary education and training has been mooted as a 21st century goal by our own Commonwealth Minister in the last Federal election campaign; similar statements have been made by both President Clinton and Prime Minister Blair.

However, pedagogical change has neither kept pace with these demands, nor with the changing community expectations reflected in the broadening of demand. For example, mass schooling did not change in any significant way for a hundred years. By the 1980s, the limitations of the factory-fodder approach to education had become painfully apparent, not just in Australia, but in those countries with which we have traditionally compared ourselves, the United States, the United Kingdom, et al. Millions of young lives had been blighted by under-achievement. An emphasis on inputs had subsumed the legitimate interests of students, parents and society in results. Of course, for many developing nations, there remained the threshold issue of providing even the opportunity for secondary education beyond the chosen few–their problem was not underachievement, but the denial of any achievement.

The impact of globalisation and the concomitant acceleration in information and communication technologies has made reforms to education and training essential in all countries. It is now evident that

as a minimum requirement, we must try to deliver positive educational outcomes for close to 100 per cent of school students to the end of senior secondary level. However, even the most advanced school systems have traditionally served well only 70–80 per cent of their students, and have not created environments for all children to reach their potential adequately. This is no longer acceptable for any nation that aspires to prosperity and social cohesion in the 21st century.

At the Melbourne conference this was recognised by many of our Asian Nations, and I might add, is also recognised in the Middle East where the Victorian Department of Education is doing extensive leadership work and strategic planning with the Arab Emirates and Egypt. This is very much in the spirit of cooperation advocated by Delors and urged by the conference. It not only benefits both partners but also serves to remind nations such as Australia that developing countries are investing in education and training, in delineating the importance of obtaining and then maintaining a competitive edge.

In Melbourne, delegates covered an extensive range of issues in all sectors of education and training. You have a summary list of their recommendations. They are grouped under the Delors' four pillars. But there are some recommendations I believe have particular applicability in the Australian education context. In particular I would point to:

- recommendation 21 – dealing with the application of new learning technologies;
- recommendations 16 and 22 – dealing with the key importance of science education and the urgent demand for more skilled teachers in the field;
- recommendation 32 – dealing with the relationship between education and the business sector; and
- recommendation 28 – on the fundamental importance of lifelong learning as we enter the 21st century.

The recommendations have applicability to all sectors of education and training.

I don't need to tell you how difficult it is to translate these recommendations into practice. In particular, as Secretary of a government department covering all education and training provision, I am well aware of the complexity that embraces cross-sectoral relationships in the broad church of education and training. I have emphasised the applicability of these recommendations for Australia ahead of a plethora of other excellent proposals because of our particular historical circumstances which many education practitioners have yet to fully comprehend.

For the first 75 years of our federation we were an isolated place, a long way from the main markets of the world, inheritors of a European culture in an Asian-Pacific setting, protected from international

competition by high tariff barriers and a highly regulated financial system which buttressed its currency against the pressures of the international markets. Behind these protective mechanisms there developed a peaceful, prosperous and stable nation, in which governments, organisations and individuals were, by and large, not especially required to exhibit innovation, take risks or strive for efficiency (although some did).

Because of global changes which have affected us all, this protective cover has been swept away. Whether we like it or not, we must now rely on ingenuity and hard work if Australia is to maintain its prosperous and safe lifestyle for our grandchildren and their children. This must challenge all education and training sectors to reform and innovate to improve our intellectual capital. I intend now to make some brief remarks about each sector in turn and refer variously to those recommendations I have previously identified while doing so.

There have been management reforms to the government school sector in all Australian states in the last 25 years. They have accelerated over the last ten. Victoria has undergone comprehensive reform since 1992. We have successfully completed phase one through with the Schools of the Future program and are moving into phase two the Schools of the Third Millennium program. Our school system now contains five elements that have been found internationally to be critical to successful school education: These are:

an active focus on the individual school as the unit which has the capacity for improved performance, by delegation of greater freedom, authority and responsibility to principals and school councils (South Australians will recall that this all started in Australia following the seminal paper by Alby Jones);

- flexibility to respond to the needs of the school's own students;
- commitment of the community to the schooling system;
- high but realistic standards to which all students can aspire; and
- accountability to the community and to parents for what goes on in the classroom.

In the recent World Bank study as part of its Education Reform and Management Series, it was noted that 'the reform to school education in Victoria is marked by comprehensiveness, coherence and a focus on clear outcomes–all aspects of system reform.[1]

Allan Odden and Carolyn Busch in their recent book Financing Schools for High Performance note that 'Schools of the Future program represents perhaps one of the most sweeping and comprehensive strategies at school decentralisation for higher student performance attempted anywhere in the world'.[2]

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[1] Pascoe, S. & Pascoe, R., 'Education Reform in Australia: 1992-97: A Case Study', *The Education Reform and Management Series*, vol.1, no.2, 1998, p. 19.
[2] Odden, Allan & Busch, Carolyn Financing schools for high performance". Jossey-Bass, 1998 p. 73.

Having given our schools greater autonomy at the managerial and operational levels, we are now moving on to the next phase–greater autonomy at the level of school governance.

This is being carried out under the Schools of the Third Millennium program. It will empower a school to make more far-reaching decisions about employment of staff, curriculum specialisations, financing and asset management. Each school will be exemplary in its use of sophisticated educational technologies for teaching administration, accountability and reporting. In these ways, it continues the trends established by Schools of the Future and by similar policy developments in other countries. Access to the program is voluntary, but is not automatic.

The objectives of our Schools of the Future and Schools of the Third Millennium programs are consistent with the requirements identified by educators in many countries as being necessary if schools are to provide a quality education for today's and tomorrow's students. A review of current thinking by respected commentators on education shows some strong patterns emerging. These patterns point the way to successful future schools being developed in terms of nine linked strategies of which self-management described above is the first. See Figure 1.

Self Management
High Performing Schools
Linking Schools and Vocational Education & Training
The Impact of Technology
Curriculum and Standards Framework
Literacy & Programs for Students with Special Needs
Parent & Community Involvement
Professional Development
Accountability Framework

Figure 1 *Nine linked strategies to develop future schools*

I have prepared an Appendix describing the other eight strategies, which will be distributed together with my speech notes and overheads at the conclusion of my address. I believe it provides a useful model, not just for Australian schools, but in the wider international domain consistent with our deliberations in Melbourne. They will also equip our schools to harness fully the new learning technologies, undoubtedly our next big challenge, and one echoed in recommendation 21 of the conference Declaration.

Of course, the debate about these new technologies is in fashion. While this is as it should be, it has also involved a rash of frivolous predictions, ranging from the fearful prognostications that teachers will be replaced by computers, to pseudo visionary statements like, 'teachers will become just tollgate keepers in the information superhighway'.

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Let us not be seduced by technology into thinking that its capacities to transfer information can be a substitute for teaching, or the replacement for the relationship between a teacher and student. Teaching is a much larger idea than merely the transfer of information. The best teaching inspires young people, awakens curiosity in them, responds sensitively to their changing needs as they mature, gives them a human and cultural context within which to absorb and make sense of the information they are receiving. You will note that Recommendation 10 of the Melbourne conference Declaration emphasised the importance of the teaching role in supporting all of Delors' four pillars.

The same recommendation also underlined the importance of technology which should be read in conjunction with Recommendation 21. It is essentially a question of balance. The 21st century demands a new pedagogical approach. Educators need to abandon some of the remaining practices that made education the last of the cottage industries. They need to harness satellite technology and the Internet. They need to be appropriately supported with the right tools and the right remuneration to do what has always been a difficult but rewarding job.

Could I finish my thoughts on schooling wearing a slightly different hat. As you may be aware, currently I chair a MCEETYA Taskforce, presumably soon to be renamed MCETYA in the light of the latest portfolio changes in Canberra, with responsibility for the development of a new, revised set of national goals for schooling in Australia. As part of the first stages of the Taskforce's work, in April this year, Ministers agreed to the release of draft revised goals for a period of public discussion and comment.

This period of consultation will influence significantly the structure and wording of Australia's Common and Agreed Goals for Schooling in the 21st Century, and strongly shape the document expected to be agreed by Ministers in 1999.

Whilst this period of consultation is only now closing, preliminary feedback and the detailed discussions within the Taskforce itself, indicates some clear links between the directions of the new National Goals and those coming from the Delors report. Indeed, to paraphrase the words of one of my Director-General colleagues, perhaps the Delors report can serve as a template to apply to our goals for schooling and their directions.

It is no coincidence that if we were to do that, the draft goals appear to capture well the central themes of the Delors report, particularly the four pillars. In summary:

- Learning to Know – the goals clearly articulate the key learning areas of the curriculum for all Australian students, with particular emphasis on the centrality of literacy and numeracy knowledge and skills, lifelong learning and technological understanding and competence;

- Learning to Do – the goals place a major emphasis on vocational education and training, and on schools' crucial role in preparation for further education and employment;

- Learning to Live Together – the goals make very strong statements in relation to social justice issues, with a particular focus on the diverse, multi-cultural and multi-lingual basis of Australian society, on civics and citizenship learning, and, when students leave school they should 'be active and informed citizens with the ability to exercise judgment and responsibility in matters of morality, ethics and social justice; and the capacity to make sense of their world, to think about how things got to be the way they are, to make rational and informed decisions about their own lives and to collaborate with others'; and

- Learning to Be – whilst dimensions of this theme resonate also in that part of the goals I have just quoted, the goals aim to set a context for the 'intellectual, physical, social, spiritual, moral and aesthetic development' of all young Australians, within local, national and international settings. In addition, the goals aspire to have all young Australians, at the time of leaving school, to 'have qualities of self-confidence, optimism, high self-esteem and a commitment to personal excellence as a basis for their potential life roles as family, community and workforce members.

The words may be a little different, and the structure of, and emphases within, the two documents may reflect some quite different purposes and audiences. Yet the concerns are very much the same–the similarities are highly significant. The fundamental beliefs about what is important and valued in our schooling processes tie closely to the Delors themes and demonstrate their relevance to Australia.

I now want to turn to the training arena, and more particularly to the Victorian training system, though I believe my observations have general application and are consistent with the directions of the Australian National Training Authority whose Ministerial Council met in Perth only last Friday.

The State Training Board (STB) of Victoria in its new strategic plan A Vision for TAFE in Victoria identified a number of themes or strategic objectives to carry the state training service into the 21st century. There is significant convergence between the strategic plan and the drivers underlying it, and the Delors philosophy and indeed a number of reports of international agencies including, Learning Beyond Schooling (OECD) and Training for Employability (ILO).

The STB's objectives are:

- building new relationships;
- learning through life;
- learning through new technology; and
- flexible resourcing.

We see some now familiar themes here consistent with our reforms in schooling.

In 'learning through life', the STB recognises that changes in the pattern of employment, technological change and markets exposed to global economic forces, mean that individuals can expect greater volatility in their lives, and that concepts and services in education need to foster and support learning through life, ie to make lifelong learning a reality. We need to understand that in this kind of environment, ultimately, only the individual can steer a path through the learning process. It also explicitly recognises that determining desired outcomes, determining what is useful knowledge and determining priorities, are properly the outcome of dialogue between all parties. They are not the exclusive right of employers, TAFE authorities, unions, employees or would be employees, but of them all. The recommendations of the Melbourne conference under 'learning to do' are also relevant, particularly partnerships with business/industry in recommendation 32, to which I previously alluded.

At the centre of meeting lifelong learning needs lies the increasing demand for:

- just-in-time training, which goes to the issue of frequent re-training and flexibility;
- learning to learn, concerning individuals' responsibility for their own learning but also the need for improving skills or acquiring new ones throughout life; and
- the ability to understand and participate in the process of change and people skills which relate to several of Delors' pillars.

There is also an increased recognition of the need to pay much more attention to basic education for adults, including those in the workforce, if we are to achieve the productivity and flexibility we need for the future. This is also recognised by the developing world and in Melbourne much was made of its importance and how the distinction between 'formal' and 'informal' education is becoming increasingly blurred. I draw your attention to recommendation 28 in this regard but in addition recommendation 27 directly refers to this blurring in the adult sector.

Victoria is in the fortunate position of having both an efficient and effective training system and an extensive community owned and run adult education sector providing broad opportunities and a great variety of learning environments to meet the emerging needs.

A variegated approach to training is also supported in ANTA's five year strategic plan for vocational education and training A Bridge To The Future, where in support of lifelong learning, it makes the point that people will increasingly have three options:

- to learn through either a public or private vocational education and training provider on a full or part-time basis;

- to develop skills on the job and have them recognised towards a national qualification; and

- to undertake vocational education and training in community based organisations.

It is increasingly likely that it will be a combination of all three and become an automatic part of most adults lives in the first decades of the new century–whether it be Australia, Indonesia or a small Polynesian nation.

I would now like to turn briefly to the higher education sector and quote directly from Delors' original report 'Higher education is at one and the same time one of the driving forces of economic development and the focal point of learning in society. It is both a repository and creator of knowledge. Moreover it is the principal instrument for passing on the accumulated wisdom experience, cultural and scientific, of humanity.'

In the last decade Australian universities have increased in number from 19 to 36; enrolments have increased by about 56 per cent. A healthy education export market has emerged, with higher education now the sixth largest earner of export dollars for Australia.

I think, without exception, these universities have developed international education programs, not only as a way of improving their revenue flow, but as an important step in internationalising their own institutions and enriching the learning and cultural experience for all students. This is absolutely consistent with the approach adopted by Delors himself and reasserted at the Melbourne conference.

Universities have formed joint ventures with industry, developed niche markets, formed alliances with other education and training sectors and taken on a whole range of entrepreneurial activities. In many respects, they again exemplify the thrust of recommendation 32.

In Victoria, we have now established five multi-sector universities, all with strong TAFE components, an illustration of recommendation 28 of the Melbourne conference in action. In bringing together vocational education and training, and degree and postgraduate studies, these institutions have opened up the option of higher education to a broader cross-section of our community.

In a global alliance, three Australian universities, the universities of Melbourne, New South Wales and Queensland, have joined with universities from Canada, China, New Zealand, the United Kingdom and Singapore to establish the new forum, Universitas 21. This new international development aims, and I quote, 'to assist the capabilities of its members to become global universities and to advance their plans for internationalisation'. Universitas 21 provides a model for a new kind of network of universities which embraces the global perspective. It echoes the recommendations of the Melbourne conference, particularly recommendation 38, which deals with the

importance of international cooperation, especially in the higher education sector.

However the story is not all good. Earlier I stressed the importance of recommendations 16 and 22 on science education and how fundamental it is to nations wishing to obtain that elusive competitive edge. In an address to the National Press Club earlier this year, Professor John Niland, president of the AVCC, said 'university science is in deep trouble, not computer science or life sciences but the very foundations of science–physics, and mathematics and chemistry'.

Professor Niland cited a complexity of reasons including: school science, lack of career outcomes, poor salaries, a lack of public or corporate understanding or esteem for the profession, and, arguably, differential HECS, which has placed science in a higher fee band.

The solutions to the problem are as varied as the causes, and require a concerted effort by governments, industry and universities to address them. In Victoria, we have recently launched a major science, engineering and technology education strategy. This will be a key part of the Victorian government's strategy to capture and use the innovation and skills that derive from a scientifically and technologically literate and active society.

This education strategy embraces the three education sectors: schools, vocational education and training, and higher education. It is about high quality teaching, the application of learning technologies and the expansion of applied research, again the three key aspects identified by the Melbourne conference in recommendation 10 that underpinned all four pillars of Delors.

Our science, engineering and technology strategy relates but to one field of endeavour. I could examine others, notably initiatives in civics education, articulated at the conference and reflecting the good work already done across sectors and across Australia, as well as in some other parts of our region.

I will turn now to my final question on how we ensure that we achieve reform.

How do we ensure that we achieve reform?

I want to focus briefly on what I believe are some critical observation made by the Delors committee on the importance of having a long-term and carefully managed approach, if reforms are to succeed.

As Delors says, 'too many reforms one after another can be the death of reform ... past failures show that many reformers adopt an approach that is either too radical or too theoretical ... As a result, teachers, parents and pupils are disoriented and less than willing to accept and implement reform' (p. 29).

The top down imposition of reform constantly fails. Where reform has been successful, it has been secured by a commitment, and constant involvement in the processes by local communities, parents and teachers, assisted by various forms of outside technical, financial and professional assistance. In other words, lasting reform will only be achieved through a partnership between all players.

If we hope to make lasting changes in broadening access to education and improving the quality of education, reform must start with a dialogue with local communities. To quote again from Delors, 'When communities assume greater responsibility for their own development, they learn to appreciate the role of education both as a way of achieving societal objectives and as a desirable improvement of the quality of life (p. 29).

On this basis, the Delors Committee emphasises the value of 'a cautious measure of decentralisation' as a means of increasing both the responsibility and innovative capacity of educational institutions.

Teachers too are critical to the reform process, or reform will literally stop at the classroom door. There is a considerable body of literature around now that points to the increasing demands being placed on teachers at the same time as their status and authority appear to be constantly questioned and undermined. Again quoting from Delors, 'Rightly or wrongly teachers feel isolated, not just because teaching is an individual activity, but also because of the expectations aroused by education and the criticisms which are, often unjustly, directed at them. Above all teachers want their dignity to be respected' (p. 30).

Policy makers too have a critical role in ensuring reform. Policy makers have a particular responsibility to generate the public-interest debates that education needs if its importance in improving individual and collective well-being is to be realised.

And finally, public authorities have a role in implementing reform. 'They must propose clear options and, after broad consultation with all those involved, choose policies that, regardless of whether the education system is public, private or mixed, show the way, establish the system's foundations and its main thrusts, and regulate the system through the necessary adjustments' (p. 31).

If I might leave you with one further thought, I believe Australia is at the forefront of innovation in a number of ways across the education and training sectors. The number of international educators who visit, and the number of students prepared to come here in order to learn in our institutions, bears ample testament to this fact.

But to maintain our strengths, let alone enhance them, is not easy. Public funds are finite and will remain so. Our culture does not embrace the private philanthropy characteristic of some other OECD nations. We have not been long term planners in the past. Delors is telling us that if we don't plan for the long term, if we don't get our education and training right, then our prospects are dubious at best. As my Victorian Premier insists, we must look not to next year but to 2050 and beyond.

APPENDIX 1. Nine linked strategies for 21st century schools

The self-management strategy is contained in the speech. The other eight are:

Curriculum and Standards Framework

It is necessary to set benchmark standards, within a curriculum framework.

For example, in the United States, the National Center on Education and the Economy in Washington DC, has adapted a commercial benchmarking approach for this task, ie find out what is expected of young people in those countries where educational performance is highest, and set out to do better. This has led to the development of the idea of a Certificate of Initial Mastery, based on the standards attained by 16-year-olds in countries that did the best job of educating their young people in mathematics, science, their native language and applied learning. The certificate is awarded only to students who achieve the requisite standards.[3]

In Victoria, earlier content-based curricula have being replaced by a comprehensive and rigorous framework of curriculum outcomes in eight key learning areas which focus on the pursuit of excellence.

Literacy and Numeracy Programs for students with special needs

It is necessary to believe in the ability of every student to attain high standards in literacy and numeracy, and for seriously disabled students to be assisted to fulfil their potential.

Vicky Phillips, executive director of Children Achieving Challenge, a program designed to raise the performance of all students in Philadelphia, United States, told a conference in Melbourne last year, 'Everyone in the school community must believe, and act as if they believe, that all children can learn at high levels.' This is a fine-sounding sentiment, but in fact it is now supported by research conducted in Melbourne by Professor Peter Hill. He told the same conference, 'Recent research in the field of cognitive science has confirmed that almost all students can engage in higher-order learning, given the right conditions'.

High Performing Schools

It is necessary to develop high-performing schools. One of the world's leading theorists in this field is Professor Peter Mortimore, Director of the Institute of Education at the University of London. He applies the value-added concept for judging whether a school is a high performer.

[3] J. Codding, op. cit.

He defines a high-performing school as one in which 'students progress further than might be expected on the basis of its intake'.[4]

Accountability Framework

It is necessary to ensure that schools are accountable for what goes on inside their fence by establishing a strong accountability framework.

It is vital to establish an accountability framework which enables parents, teachers, principals and the wider community to have confidence in their education system and their school.

Beginning in early 1993, the Victorian Government introduced a new form of accountability into Victorian government schools. This new framework focuses on continuous improvement in the learning outcomes of students, as illustrated in Figure 2.

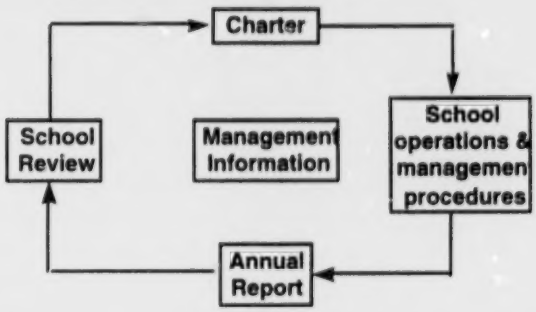

Figure 2 *Victorian Accountability framework*[5].

The Accountability Framework integrates three key processes to support improvements in school performances: the school charter, the school annual report and the triennial school review.

This requires mechanisms for internally and externally testing students against the standards adopted, and for internal and external monitoring of the overall educational and management performance of the school.

Each individual school is now in a position to establish the standard of their learning outcomes relative to the standards achieved by other government schools in Victoria.

This information enables schools to identify the strengths and weakness in their performance and to develop a strategic approach to improving student learning outcomes.

Student learning benchmarks are prepared by the Office of Review for the school year levels Prep to 12, along with other benchmarks relating to the core areas of school operations.

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[4] *High Performing Schools and School Improvement*, Professor Peter Mortimore, occasional paper published by the Professional and Leadership Development Centre, Department of Education, Victoria, 1996.

[5] *Is there a Crisis in Government Schools? Of Course Not!* Geoff Spring, address for Issues in Public Sector Change Lecture Series, Centre for Public Policy, University of Melbourne, Victoria, 1997.

The establishment and use of benchmarks for important facets of school learning and operations also facilitates a value-added approach to school performance, which is fundamental for high performance schools. The success of this approach is subject to independent evaluation every three years in each government school.

Parent and Community Involvement

It is necessary to engage the wider community, in particular parents, in the education system.

The community as a whole has a direct financial stake as a taxpayer in any public school system, but it also has an equally important indirect interest as a potential employer of young people. Parents, of course, must be vital partners with schools in the whole education enterprise.

Parents have always had a crucial role as educators, although their contribution has tended to be overlooked this century, where monolithic systems of universal public schooling have been assumed to take over the educational function almost entirely.

It is now recognised that the partnership between schools and parents needs to be reinvigorated if students are to receive the best education and the best life chances. Students from homes where parents take an active interest in their schooling, where there are discussions about a wide range of subjects, where there are books and a culture of inquiry, have been clearly shown to do better academically than do students from homes where these advantages are absent.

The wider community also has an important role. In Victoria we are involving the community in our schooling system in a variety of ways. For example schools are obtaining sponsorship from the community for particular programs that local businesses see as valuable. Others are establishing relationships that allow students to obtain structured work experience to vocational education and training authority standards while continuing their formal studies.

Professional Development

It is essential to invest much more in the professional development of the school leadership team and in continually upgrading the professional skills of teachers.

By and large, education systems around the world have failed to invest in the upgrading of the full potential of the human resources at their disposal in the way that other fields of human endeavour have done. This has often been because of the pressing need to provide basic coverage of educational services to all students. Nevertheless it will not be possible for schools to make the performance gains necessary unless this is done.

In Victoria, three initiatives have been taken to support leaders. The first has being the establishment of the Australian Principals Centre

to assist in the provision of a 'life cycle' process of professional development training for Principals, as illustrated in Figure 3.

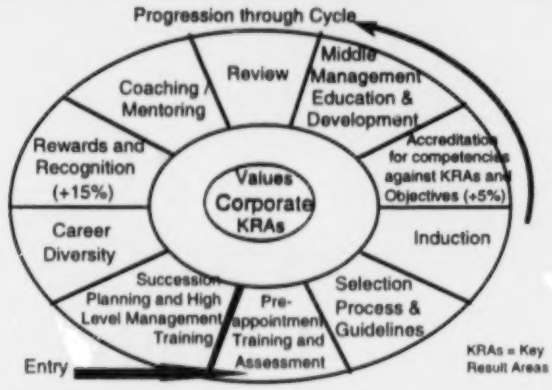

Figure 3 *Victorian Principal leadership training life cycle*[6].

The second is the establishment of the Personal Professional Development Program which enables each principal to design personalised professional development packages in negotiation with each teacher.

The third is the Professional Recognition Program and its equivalent for principals, the Principals Performance Management System, which provides for all Principals to voluntarily contract for annual performance reviews and either bonus tied or accelerated promotion to externally assessed value-adding performance.

Flexible Linking of Schools and Vocational Education Training Pathways

Future schools will need to further develop flexible pathways to reduce sectoral and credentialling barriers for the age group 15–19 in order to overcome difficulties with the period of transition from schools to work and from school to vocational education training.

In Victoria, we are establishing a stronger and broader vocational education and training program, so that students in senior secondary school can count structured training in the work place, while still at school, towards dual end-of-school credential credit, and for credit towards higher education and technical education qualifications.

This is part of what we call the Pathways program to provide as many avenues as possible for students finishing school to go on to further education and training, as well as to get an early foothold in the labour force. Importantly, it also allows young people to keep their options open longer, especially during the middle years of secondary schooling.

Under the old 'industrial' model of education, students were, in effect, 'streamed' during their secondary schooling into what might crudely

[6] *Is there a Crisis in Government Schools? Of Course Not!* Geoff Spring, address for Issues in Public Sector Change Lecture Series, Centre for Public Policy, University of Melbourne, Victoria, 1997.

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be called the thinkers and the doers. This streaming severely limited the life chances of many students. In a highly competitive world, a nation cannot afford to arbitrarily consign a significant proportion of its young people to narrow and perhaps short-lived career opportunities.

The Impact of Technology

Rapid advances in communications technology already enable us to harness technology to:

- broaden the range of educational delivery over time and distance;
- make educational delivery more flexible and responsive to students' needs; and
- teach students how to use, and get the best out of, technological advances.

This forces us to consider a very basic question: what might a future school look like? Will there really be changes in the configuration of schools for the first time in thousands of years?

Technology will not and cannot replace the essential relationship between the teacher and student. We must command the technology to help us do these things better.

The big technological opportunity for us in Australia is the convergence of telephony, computer technology and television. Schools will be able to use the combination of these technologies to obtain access to a much wider range of information resources.

In Victoria for example, a whole-of-government online wide area network is available which schools can use to obtain and transmit information from any point to any point within the whole government system. This will immensely enrich the curriculum resources available to schools, streamline their administrative procedures and allow special interest networks to develop at no extra telecommunications cost.

The convergence of these technologies is also allowing us to create a 'virtual campus' for students participating in Victoria's extensive vocational education and training program. Via this virtual campus, government and non-government providers of vocational education and training will be able to deliver training programs on and off campus. This will add greatly to the flexibility of these programs and allow them to be more easily enmeshed with workplace training.

Recent research in the Unites States shows us something about the impact of technology on students' educational outcomes. Interactive Educational Systems Design Incorporated, working on behalf of the Software Publishers Association, reviewed 133 research papers and project reports covering the period 1990–94 in the United States.

Even allowing for the fact that this review was carried out for the computer software lobby and so the findings might have had a favourable gloss put on them, the study found that:

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- students tend to do better when they use technology to help them learn; and
- students' attitudes to learning tend to be more positive when they use technology.

These findings are plausible when looked at alongside what we know independently about how students learn. It is well established, for instance, that achievement is a function of effort rather than just innate intellectual capacity. It is also well established that people 'learn by doing'. It gives the student greater control over his or her learning, and provides a practical focus for acquiring the necessary knowledge. With this comes a sense of doing something 'real'. Finally, it is well established that students learn well when they are actively engaged in building on what they already know, and when they produce products and performances that have the quality of authenticity about them.

Technology can provide a more concentrated and comprehensive learning environment with all these qualities. One would expect, then, that student performance should be enhanced, all the time remembering that optimal learning also comes from the presence of a good teacher in rapport with the student and the topic and providing that essential ingredient-motivation.

Importantly, technology can as never before place education and educational resources within the reach of students who, because of distance, disability, time constraints or lack of access, would otherwise be denied them.

Technology can also change the role of the teacher but not towards obsolescence. The experience of those running the Dalton Technology Plan in the United States is that teachers do less lecturing and more guiding; that they have the time to make more observations of individual students' progress, and that technology shifts the emphasis from 'adults giving answers' to 'students seeking answers'. Nonetheless, the teacher retains a vital role: it has been found that you can't just give young people powerful computers and powerful information and let them loose. The teacher must design the program create a compelling set of educational questions, and be there to provide guidance, assessment of mentioning.

The Dalton Technology plan began in 1990. It is a joint venture between the Dalton School, the Teachers College at Columbia University and the New Laboratory for Teaching and Learning. It uses high-speed digital networks, and is experimenting with an educational environment free of the traditional constraints of time, resources and space.

Technology will also change the role of the parent. The Internet is already having a considerable impact on the work that parents and children do together. Schools will have to come up with new models of teaching in which individualised and flexible learning play an important role.

SEMINAR DISCUSSION

Welcome and Official Opening

Proceedings of the Seminar began with a welcome to the University by Professor Ian Chubb, Vice Chancellor of the Flinders University of South Australia.

In welcoming the South Australian Minister for Education, Training and Youth Affairs (Hon Malcolm Buckby MP), the Secretary of the Ministry of Education, Victoria (Mr Geoff Spring) and seminar participants and observers, Professor Chubb spoke of the centrality of the idea of Lifelong Learning. The job of universities and of other education providers is to equip students for life, rather than for short term objectives. He pointed to the fact that education had become a centrepiece of elections in both the United States and the United Kingdom, and that the heads of government of both countries had made it clear that they planned to revolutionise the reach and effect of education to position their societies for the next century.

In Australia, the task for education is to produce people who can operate effectively in a largely unpredictable environment. For educators, it is time to move beyond words on paper towards concrete action to fulfil the potentialities that Lifelong Learning opens.

The seminar was then formally opened by the Hon Malcolm Buckby, MP. After acknowledging Professor John Keeves, Professor Chubb, Mr Geoff Spring and distinguished guests, Minister Buckby expressed pleasure at being invited to perform the official opening of the seminar. He then gave a short formal address.

Address by the South Australian Minister for Education, Children's Services and Training

South Australia has a long history of being a leader in many fields of education.

I am especially delighted to see that once again we are taking up a critically important challenge in considering the implications of the Delors Report in planning for education in the 21st Century.

During this century, education has played a crucial role in the development of our State and our Nation.

The challenge for today and beyond, for all educators, is to commence, in a very real way, planning for education in the 21st Century. The Delors Report and the Report on the Melbourne UNESCO Conference (which had a charter to translate Delors into the Australian context) will be rich resources in this endeavour.

This is a big task but is one that has to be made because it is imperative that we enter the next century with clear directions, priorities and expectations for, and of, education.

It is also imperative that we struggle with what we will need to do both to release and harness the full power of *Learning: the Treasure Within* as named by Jacques Delors in his contribution to the Report.

I would like to acknowledge the major contribution that Professor John Keeves has made to the shaping of education in this State through the inquiry he chaired and reported upon during 1981 and 1982 (The Keeves Enquiry).

In reflecting on moving into the next century, in our State, I thought it might be both interesting and useful to be reminded of some of the notable features of education as South Australia moved from the 19th to the 20th Century. I am indebted to the Karmel Enquiry Report of 1969-1970 for the remarks that immediately follow.

I quote:

> By 1884 all young people being admitted to the Training School had come from the ranks of the pupil-teachers or the so-called provisional teachers.
>
> The type of training received placed a heavy emphasis on the basic subjects. The one-year course reflected the low level of the intake of recruits, much of it being merely a continuation of their previous elementary education. Even the scheme of instructing pupil-teachers while still in the schools had failed to bring many of them up to the standards suitable for receiving Training School preparation. One result of this, therefore, was the establishment in 1892 of special classes at the School for the instruction of pupil-teachers in the metropolitan area.
>
> By the turn of the century some significant changes had been in the making. For a decade or more, some nations overseas had been experiencing an accumulation of educational reforms which had assumed the appearance of a major movement.
>
> This New Education stressed the need for attention to the child, to child-centred activities and to child-centred techniques of instruction. In doing so, it underlined elements such as interest, motivation and the relevance of studies to the world outside the classroom.

The Karmel report goes on to mention the influences of modern, international economic competition, and Britain's concern that the educational programs of her rivals had enabled them to pose serious threats to her markets and industries. Both these developments – the New Education and the growing appreciation of the national economic importance of education, sparked rapid development activity in the colonies.

> In 1909 Williams, the Director of Education appointed in 1906, made reference to the immense significance of the adolescent period, noting the growing attention to the psychology of adolescence, and the need for continued schooling beyond 13 years of age.

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This reinforced the growing movement to improve post-primary and particularly technical education, sparked by the threatened industrial eclipse of the British Empire.

Although the Act of 1875 had made provision, under certain conditions, for the establishment of advanced public schools, except for the Training School and the Advanced School for Girls (a fee-paying institution established in 1879), the State had given little help to children wishing to carry on to post-primary schooling .

In 1908 educational leaders were publicly asserting that the greatest thing any child can get from school is not information, but the uplift which can come from contact with a finer, greater personality.

On the whole, the changes effected from 1875 to 1915 had gone far towards providing the State with a well-run, centralised system of education and had extended schooling to within the reach of most of the children in the community. But equality of provision in education was still far from being realised.

This educational diversification continued strongly after 1915.

The report states that Special classes were begun for the mentally handicapped in 1925. Infant schools were developed as separate entities. Elementary agriculture was introduced into primary schools.

By the mid 1920s, we saw the emergence of a pattern of different post-primary institutions. Known as Central (later Junior Technical) Schools in the city and as Area Schools and Higher Primary Schools in country districts, these served to add two-years of post-primary study to the primary schools with which they were usually connected.

Technical education added to this growing diversity, with a vocational orientation in Central Schools, as well as provision for continued education of apprentices. Technical centres or schools began to develop after 1916 in both country and metropolitan areas, and by the end of the 1920s the Department was offering agricultural education in a couple of High Schools.

Objectives and curricular practices remained a long way apart. Primary school was geared towards high percentages in the Qualifying Certificate examination, and percentages became an end in themselves. This resulted in drill and routine and a definite lack of freedom in schools!

Post-primary education was finally firmly established, but still limited. It was not compulsory and entrants to secondary school had first to pass the Qualifying Certificate examination. Even in those times, a distinction was made between academic High Schools and the less academic Central Schools and Area Schools, which forced children or their parents into an early educational choice.

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> Even those who attended the Higher Primary Schools in the country found the curriculum influenced by close association with the Primary Schools which usually housed them.

The quotations I have used, though selective, clearly show that one of the preoccupations of the 19th to the 20th century was building a system of education. The needs of students were on the agenda but it was not until nearly the first quarter of the new century had passed before real diversification had begun to take hold.

The Delors Report comes to us one century further on.

From my reading of the background paper for this seminar, it is essential that we work through the central theme of the Delors Report, lifelong learning.

I would like you to know that I have a fundamental commitment to lifelong learning as the key to ensuring that the citizens of our State can lead rewarding and enjoyable lives during the coming century.

While lifelong learning is not a new idea, it is an idea in my view that has to now be fully understood and implemented so that we all have the treasure required for living in the 21st Century.

Lifelong learning is essential to all dimensions of individual community and societal development and well being.

High standards of education, training, and lifelong learning are now recognised world-wide as being essential for economic development and international competitiveness. Education and training are seen as the keys to economic prosperity; the engine that drives a nation's economy.

The similarities between these issues and those of 100 years ago are remarkable, and demonstrate the need for continued effort in maintaining and improving the standard of education for and in our community.

The world's leading economic nations are making a commitment to education and training as their number one priority, recognising that economic success lies in having a well-educated, flexible and adaptable workforce that is capable of generating wealth through creativity, innovation and enterprise. Investing in the continuous development of people is also central to maintaining a stable and socially cohesive democratic society in which members are committed to working together to achieve a better quality of life for all. The world's leading economic nations are distinguished by a commitment to a combination of these goals.

One of the ten golden rules the World Competitiveness Report of 1995 considers essential for the development of a competitive society is: invest massively in education and in lifelong training and improvement of the workforce. This is the call that is being taken up by our competitors around the world.

The OECD policy framework on lifelong learning has, I am advised, five main elements:

- strengthening the foundations for lifelong learning by improving the accessibility and quality of initial education;
- improving the pathways and transitions between formal and non-formal learning and work over the life span;
- re-thinking and clarifying the roles and responsibilities of the various ministries and levels of government, community organisations, employers and trade unions for policy development and implementation;
- creating incentives for individuals and enterprises to invest in lifelong learning by increasing the benefits and decreasing the costs, and facilitating access to finance; and,
- developing the capacity to monitor progress in achieving the goals of lifelong learning, and evaluating the impact of policy instruments.

As you reflect on and develop what needs to be done to make lifelong learning a reality, I would like to remind you of some of the profound challenges that you and I (and many others) will face along the way.

Jacques Delors described them as a series of tensions that will need to be understood and managed in ways that optimise quality and benefits for all:

- the tension between the global and the local;
- the tension between the universal and the individual;
- the tension between tradition and modernity;
- the tension between long-term and short-term considerations;
- the tension between, on the one hand, the need for competition, and on the other, the concern for equality of opportunity;
- the tension between the extraordinary expansion of knowledge and human beings' capacity to assimilate it; and
- the tension between the spiritual and the material.

I wish you well in your day of debate, discussion, planning and resolution making and I look forward to reading the report of this Seminar.

SEMINAR THEMES: DISCUSSION AND DEBATE

The Seminar agenda was originally organised around seven themes, derived from the work of the Melbourne Asia-Pacific Region Conference on the Delors report. The themes were:

Theme One: *Globalisation, Identity, Citizenship and Values*

Theme Two: *Education and the Economic Future of South Australia*

Theme Three: *The New Technologies*

Theme Four: *Education and the World of Work*

Theme Five: *Adult Lifelong Learning*

Theme Six: *Universities and Research*

Theme Seven: *Teachers and Teacher Education*

During discussion, Themes Two and Four were merged.

Theme One:
Globalisation, Identity, Citizenship and Values

Globalisation is one of the key factors leading to a revival of interest in the idea of Lifelong Learning and an expanded version of Bob Teasdale's introductory remarks are provided separately in this report.

The key issue running through Bob's opening remarks was the tension Delors identifies between the different pillars. In Bob's view, there is, in South Australia as elsewhere, too great an emphasis on Knowing and Doing, with too little attention paid to Learning to Be and Learning to Live together.

Bob argued that the idea of tension itself was problematic. It could be seen in a purely oppositional sense, as a conflict in a zero sum game. An alternative view sees tension as creative, like the tension in the cables holding a bridge in place. This tension is functional and creative.

In our contemporary education we don't have the balance right; we do not pay nearly enough regard the spiritual dimension of education and to giving learners the autonomy they need to make their own learning decisions.

The discussion on this topic took up the idea of a spiritual dimension to education, some participants preferring it to the idea of values in education, although there was debate on exactly what was entailed.

A major stream of debate focused on the tension between the local and the universal, the national and the international. There was a strong belief that more needed to be done to get students to regard themselves as citizens of the world and, in economic terms, to develop

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and export and global business mentality. On the other hand, an international mentality needed to be firmly grounded in national roots, in a sense of personal and local identity.

A special problem was noted in relation to adults, who lacked confidence in higher learning environments and needed to be approached through community outreach.

It was noted, too, that many younger students had been caught up in the One Nation phenomenon, and initiatives to strengthen citizenship education were discussed. It was agreed that unless self-worth and socialisation were included in education programs, initiatives to foster a confident internationalism would not succeed, and that all levels of education and learners, pre-school to postgraduate, formal and informal, needed to be involved.

Themes Two and Four:
Education and the Economic Future of South Australia;
Education and the World of Work

Kevin O'Brien led discussion of these topics by pointing out, first, just how important education is as an element of the State economy: universities alone contribute two per cent of State product; combined with schools, children's services and TAFE, education is a major State industry.

South Australia suffers from a lack of large corporations and the absence of corporate headquarters. One consequence is a lower private research effort in this State, which relies on universities for a quarter of research activity. But besides its direct contribution to the economy, the role of education should be as a leader, helping to develop an enterprise culture as well as leading social debate.

Adelaide can rightly claim to be the education city, but this is not sufficiently appreciated here and we do not do enough to market our education opportunities in an effective and holistic way overseas. Adelaide is not well known overseas and we miss out on considerable potential economic and cultural benefits.

Whether it likes it or not, Australia is deeply integrated into the world economy: the Australian dollar is one of the world's most traded currencies and we cannot ignore world trends. One of our failings in SA is that we are not sufficiently conscious of the need work together. The State universities more often work with interstate counterparts than work together.

This theme was taken up in discussion, participants noting the failure of the State universities to recognise other areas, especially TAFE, as well as insufficiently working together. It was agreed that education is a very fast growing service industry – the activity of Canadian universities in South America was cited as an example. It was pointed out that although Malaysian students sit for South Australian matriculation examinations, most of those who subsequently come to study in Australia do so in Sydney and Melbourne. There was

discussion of the importance of cultural factors in education and the potential of ideas like twinning and other links with overseas institutions.

As the discussion moved to the issue of education and the world of work, emphasis was laid on the changing nature of work. Service industries are growing while manufacturing is decreasing in relative importance. Students need to be taught to think and to be flexible, a different cultural approach than has previously applied.

Previously, education had been designed to produce, at worst, factory fodder. Quite different techniques will be needed for a world where the major employment growth area is for symbolic analysts. Education will need to be looked at as a creator of employment: could work be brought onto campuses?

Theme Three:
The New Technologies

Jillian Dellit introduced discussion on the new technologies, which she pointed out required the pillars of learning to be and learning to live together as much as and perhaps more than learning to know and learning to do. In a knowledge economy, education becomes both the server and the shaper of society.

The information economy has in some ways reintroduced the age of colonisation, for example the internet, which has meant that the United States and US values have become dominant.

For Australia and South Australia to survive in the future we need to set about colonising the information economy. This requires a different style of education, it requires a move to individualised rather than mass education. People should look to the creation of jobs from their own capacities and actions, not only from developing a relationship with an employer.

South Australia faces many difficulties, including our geographical position and small size even within Australia. We make that worse by poor coordination among TAFE, schools and universities, particularly in their approach to information technology. Equitable access to the information economy is also vital and is much reduced by the lack of comprehensive public access to the internet in South Australia.

The discussion focused to some degree on Jillian's comment that the way the new technologies are shaping education involves a new emphasis on the individual. At one level are moral and value issues, such as the question of who will be mentors if most learning is by isolated individuals and what role models will younger students adopt – perhaps those provided by the media, which frequently are far from ennobling. This in turn raised the importance of all four pillars, particularly learning to live together.

A second strain of discussion concentrated on cost and competitiveness. Technology based education is not in itself cheap

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and often requires large start up costs. But large scale can reduce costs and techniques like email and teleconferencing can also be cost reducing – though not always.

There is the question of how local education systems can compete with international offerings, especially those produced by the large multinationals: this was seen as a problem particularly affecting the TAFE sector.

There was a general agreement that more effort needed to be made to improve cooperation within the State and coordinated use of State resources. There is at present poor interconnectivity between schools, TAFE and universities and a lack of awareness of what's happening throughout the State. There was talk of the need to build a learning grid, parallelling the electricity grid. At the same time, attention needed to be paid to the encouraging the demand as well as the supply side of learning through the new technologies.

Theme Five:
Adult Lifelong Learning

The major focus of the presenter, Gene Wenham, was on non-formal learning.

She highlighted those in the population who do not normally participate in Adult and Lifelong Learning (ALL) programs, emphasising the need for empathy, and for understanding of their learning needs. She believes the language of education turns many people away, and the challenge is to help people to come forward and participate.

By way of example, she cited parents and grandparents who find themselves at a loss to help their children in the realm of computers and IT. This can be daunting for the whole family, yet ALL has much to offer if it could attract such people into its courses. More effective pathways into ALL need to be established, pathways that help people to 'find themselves' and to find their confidence.

RPL comes in here: ALL needs to recognise pre-existing skills, including life skills and experience.

A major challenge is that ALL is the 'poor relation' amongst education providers, receiving minimal funding from governments Yet it could be a significant stepping stone to TAFE and universities, as well as providing education in its own right. Gene also noted the political benefits in terms of ALL facilitating participation in democratic processes.

During discussion, a number of propositions gained widespread support, starting from the basic principle that Governments should see the provision of staffing and physical resources for Adult and Lifelong Learning (ALL) as a worthwhile investment, because:

(i) ALL can contribute constructively to community development, and in the longer term reduce dependence on community welfare provisions;

(ii) ALL can give participants confidence to move into formal education in the TAFE and university sectors, thus opening up opportunities for job training, or giving participants the confidence to move into self-employment;

(iii) ALL can enhance the quality of life of an ageing population, valuing its wisdom and life experience, and encouraging older citizens to make a more active contribution to the community; and

(iv) ALL can pick up young people who 'slip through the net' of other more formal educational provisions, and get them back into more effective learning and employment pathways.

The discussion then turned to the relationships between ALL and the other education providers. The point was made that, in the 'new world' of the 21st century, learning involves taking experience from one setting and leveraging it into another; i.e., we need to enable people to recognise their skills and experiences and to build on them in their continuing learning. ALL can play a key role here, but to do so needs to be affirmed and supported by TAFE and universities. Until now it has been the Cinderella of the education community. It has been neither respected nor taken seriously.

There has been too much academic snobbery. It was agreed that the TAFE and university sectors in South Australia should recognise the very significant role that ALL can play in post-compulsory education, especially in giving people – especially young people – the confidence and credentials to move into more formal training provisions. In particular the TAFE and university sectors should link with ALL in terms of RPL and the provision of credit earning programs.

Finally, it was noted by one participant that post-secondary education in South Australia has been heavily focused in the city of Adelaide. There is a widespread perception that the only 'real' education takes place in the city. Perhaps through the TAFE and university sectors respecting and valuing ALL and developing more effective RPL provisions it might be possible to encourage more effective and extensive ALL programs in rural and remote areas.

Theme Six:
Universities and Research

The main focus of Kevin Marjoribanks' presentation was the globalisation of knowledge and the development of technology to gain access to it. He made the point that technology is dominating our lives by its immediacy, and asked why university students of the future would wish to study on-site in South Australian universities with their crumbling buildings and overcrowded classrooms when they could take a degree from Harvard or Princeton from the comfort of their own homes. The great challenge for South Australian universities is to become serious players in the new internet community of learning. Kevin then highlighted a venture that started in South Australia – Rupert Murdoch and his News Corporation – as an example of what the universities in this state might achieve with sufficient flair and determination.

In focusing on the issue of globalisation and how to respond to it, Kevin suggested the only solution was to have one university in the state. Furthermore, there was need for a seamless link with the TAFE sector, perhaps by bringing all TAFE and university provisions in South Australia into a single, unified system. Such a system also would need to have seamless connections with secondary schooling. He argued that post-secondary educators in South Australia need to view the 'enemy' as the rest of the world, and not each other; i.e., we must stop competing with each other, and develop a united front.

Kevin's views provoked considerable discussion and debate. In response to questions, he argued that the restructuring of post-secondary education is not just an economic process involving restructuring. We need to dismantle our present structures and reconceptualise the provision of post-secondary education using the new technologies and communication systems, including television. We also need to become the best brokers of education, and not necessarily the developers or deliverers of it. We need to be smart by buying in the best education in the world and positioning ourselves to market it internationally.

At least two participants raised the need to counter Kevin's 'brave new world' with a new emphasis on localisation, on empowerment of the individual, and on a fusion of the human and the technological. There is still the challenge of the Delors Report to develop the cultural, the social and the spiritual, and this can best be done by bringing people together in learning groups. John Halsey, for example, suggested that we need both vertical and horizontal alignments; i.e., we need both mega- and small-scale strategies, the latter emphasising the human within a context of interconnectedness.

Although not all participants were convinced by Kevin's main proposal for a single tertiary body, there was acceptance of the need for some kind of 'think tank' to explore the long-term implications of the globalisation of knowledge and technology for the delivery of post-secondary education in South Australia. Such a group would need to think in a creative and visionary way, exploring the tension between the local and the global, and providing a non-partisan view of how the university and TAFE sectors might develop a seamless approach to the provision of post-secondary education in South Australia.

Theme Seven:
Teachers and Teacher Education

Alan Russell described the context and challenges of teaching and teacher education under the following headings:

- Globalisation of knowledge,
- Knowledge-driven civilisation,
- New technologies,
- Greater challenges to personal adjustment and fulfilment,

- Increased need for social, cultural, and national groups to cooperate and live in harmony.

He then went on to describe the context of teacher education, and the major challenges confronting it, as:

- Issues with the supply and demand for teachers, especially in mathematics and science,
- The need to increase the status of teaching,
- The need for a special focus on competencies with the new technologies,
- The corresponding need for renewed attention to the role of personal relationships and communication as being at the core of teaching,
- The need for a particular expertise in the learning and teaching of literacy and numeracy,
- Some balance between the four pillars of education, with the key principle being of education for human development.

He concluded by suggesting the following local needs in South Australia:

- Cooperative attention to supply and demand problems in the near future,
- Professional development opportunities for teachers that are directly relevant to the immediate workplace, but that also provide for a wider, more global, vision,
- Professional development opportunities that can be accredited to higher degree qualifications,
- Increased cooperation between the university and school sectors in initial and in-service teacher education,
- Increase coordination and cooperation among the tertiary institutions in the provision of teacher education,
- Large scale comparative research on teaching and learning, and teacher education.

Discussion took up the idea that the role of teachers in all contexts was primarily as managers of learning, which increasingly may be individualised learning. To what extent did teacher training faculties do this and in fact what did they see as their core business.

University members of the panel agreed with the view implied in the discussion and pointed to problems in implementation – education and the education of educators is not funded at a level consistent with community expectations, there is insufficient awareness of the professional nature of teaching and little understanding of the need for a technological infrastructure.

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The question of teaching and technology occupied a significant part of the discussion. It was pointed out that in a knowledge based society, the IT skills need for professional educators should also be useable in a wide range of social and economic roles. In the United Kingdom, there was a minimum IT knowledge required of all graduating teachers: could that be done here and what would be the resource demands required? In any case, the more urgent need is for upgrading the IT skills of already practising teachers.

This discussion led into debate on professional development of teachers. It was noted that IT would in fact just be one of the eventually routine skills of teachers and that personal relations remained at the core of teaching. There was need for a large and broad based effort on in-service training. It was pointed out that much professional development would not be undertaken at universities, but there was a need for university credentialling of other forms of learning.

It was agreed that there was a need for much greater coordination among tertiary institutions and for large scale cooperative research on teaching and learning.

Summary Session

John Halsey led participants through a summary session focussed on actions to follow up the seminar's discussion.

The greatest need he saw was to continue today's discussion as an on-going conversation aimed at re-culturing the State and, indeed, the nation.

One factor which should loom large in the on-going conversation would be an understanding of education as an investment rather than as a cost. Another would be an increased awareness of the spiritual dimension of education.

What was needed in the immediate future was a strategy based on "infiltrating" opportunities as they arose. Examples from current and planned State initiatives include:

- the Review of the Education and Children's Services legislation
- the Regional Task Force
- Business Vision 2010
- The Sustainable Development initiative
- Local Management of Schools
- Education Adelaide

In general, there should be a sustained lobbying of politicians and bureaucrats on the potentialities of the Delors vision, including ways to harness the productive dimensions of the tensions described by Delors.

There is also a need for a continuing re-think of large scale issues, for example, innovations in making technology available to all citizens, ideas like education and training credits.

Overall, John proposed that the seminar continue to function as a Delors Commission for the State – perhaps for the nation and the Asian region.

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CONCLUSIONS AND RECOMMENDATIONS

Seminar participants, despite lively debate, developed a common view on a range of issues vital to the future of the State and its education sectors. Those common views are expressed here as resolutions of the seminar, in three sections:

- General Conclusions and Recommendations;
- Comments and Resolutions on Specific Themes;
- Proposals for Action.

General Conclusions And Recommendations

Seminar participants from a wide range of education and training backgrounds

- strongly endorsed the relevance of the Delors pillars for planning and delivering education in South Australia;
- noted the challenge of resolving tensions between the four pillars, such as the tensions between the global and local, the vocational and the enriching, the institutional and the personal, but agreed that all four Delors pillars are essential to all dimensions of life, economic as well as communal and individual;
- concluded that, while South Australia retains many of the advantages of a relatively small and cohesive community, the close association and collaboration among education sectors and between education and business and community which has been a traditional strength of the State has to some degree diminished, requiring greater efforts to enhance:
  - interconnectivity in the use and sharing of new technology,
  - collaboration among universities, between universities and TAFE, between secondary and postsecondary education, and between formal and non-formal education,
  - pathways for individuals to access education suited to their needs, with appropriate recognition of prior learning and transfer of academic credit;
- decided that a continuing mechanism – a 'think tank' – is needed in the State to explore the long-term implications of globalisation and the new technologies;
- resolved to extend the seminar as a continuing Task Force to promote the ideas which have been derived from the Delors Report as a basis for strategic thinking in education within South Australia.

Theme One:
Globalisation, Identity, Citizenship and Values

The seminar discussed the wide range of interpretations, definitions and implications involved in globalisation, noting that:

- education for a global society involves cultural, civic and moral values as well as the skills needed for economic survival;
- education for globalisation must be provided equally for those engaged in internationally related activities and for all other members of society, none of whom can escape the consequences of globalisation;
- all sectors and all levels of education are equally involved, but there is a special challenge for schools to help students discover the 'treasure within' themselves;
- the nature of globalisation and its effects requires greater exploration.

The seminar resolved that:

- all education sectors need to introduce cross-curricular education for globalisation which encompasses all four pillars of the Delors Report, along the lines of the *Becoming Global Citizens* objective within the State *Foundations for the Future* Declaration;
- formal and non-formal education agencies should collaborate in developing long-term initiatives to:
  - review honestly the identity of our community in a global context,
  - develop collaborative systems which assist individuals to recognise and establish their place within family, community, nation and global environment,
  - recognise the lack of confidence of many people in the face of globalisation, thus requiring the development of forms of access to education which suit individual needs.

Themes Two and Four:
Education and the Economic Future of South Australia;
Education and the World of Work

The seminar noted that:

- the economic future of South Australia is fraught with challenges;
- education in all its forms is the single greatest instrument available for State development;
- education is already an extremely significant factor in the State economy but that far more needs to be done to position Adelaide as an education city within an international context;

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- the nature of work and expectations about work are changing rapidly and the focus must be on ways to generate wealth through intellectual activity and through work which involves the analysis and manipulation of information, concepts and symbols.

The seminar resolved that:

- State and education agencies should explore the potential for developing knowledge based work and the capacity of an educated population to generate work;

- the tensions inherent in the four pillars must be overcome, because learning to be and learning to live together are as integral to economic success as learning to know and learning to do;

- education agencies within the State must collaborate to a much greater extent, especially in the marketing of the State's education potential overseas, in developing new forms of economic activity within the State and in developing innovative educational opportunities such as mentoring, institutional twinning, off-shore experience for South Australian students and the bringing of work onto campuses;

- there needs to be more flexibility in assessing what counts as knowledge, in recognising prior learning and in providing pathways to further study and training for all occupational levels.

Theme Three:
The New Technologies

The seminar noted that:

- technology gives focus to learning by individuals and community;

- an emphasis on human development and placing individuals at the centre of technology based learning will allow all four Delors pillars to be achieved through technology;

- an economic aim for the State should be to colonise the knowledge based economy and a social aim should be to develop IT infrastructure which promotes equity of access;

- South Australia showed an early commitment to technology in education, to flexible delivery of learning and to institutional cooperation but that there is now a lack of interconnectivity despite the earlier collaboration.

The seminar resolved that

- greater efforts should be made to share what is happening in technology within the State;

- a systematic effort should be made to develop State learning grids and to provide support and mentoring for individual learners;

- the State's educational institutions need to combine to survive the competitive onslaughts of overseas providers through new technology

- South Australia should develop a State Technology Strategy which should emphasise:
  - respect and equity among educational bodies,
  - collaboration/synergy and partnerships among educational institutions,
  - a clear definition of who will do what,
  - a focus on long-term initiatives.

Theme Five:
Adult Lifelong Learning

Seminar participants noted that:

- Adult Community Education (ACE) can contribute constructively to community development and in the longer term reduce dependence on community welfare provisions;

- ACE can give participants confidence to move into formal education in the TAFE and university sectors, opening up opportunities for job training and self-employment as well as personal development;

- ACE can enhance the quality of life of an ageing population, valuing its wisdom and life experience and encouraging older citizens to make a more active contribution to the community;

- ACE can pick up young people who slip through the net of more formal education provision and get them back to more effective learning and employment pathways.

The seminar resolved that:

- the TAFE and university sectors should recognise actively the significant role that ACE can play in postcompulsory education, especially in encouraging young people to move into more formal training provisions;

- action needs to be taken to make ACE opportunities more freely available in non-metropolitan areas of the State;

- ACE deserves significant investment by the State, with the aim of balancing the vocational emphasis of many areas of education with an emphasis on quality of life;

- formal education providers should recognise the learning and lifeskills achieved through ACE.

Theme Six:
Universities and Research

Seminar participants noted:

- the need to develop strategies which maximised the impact of the State's tertiary education resources in an era of technological and global competition;

- there may be a need for radical change in institutional arrangements, including the dismantling of present tertiary education structures;

- strong arguments could be made both for strategies which led towards merged, mega-institutions, such as a single university-TAFE entity for the State, and equally for deconstruction of institutions with a view to emphasising local empowerment and human scale interconnectedness: the resolution of such tensions is a key challenge of the Delors Report.

The seminar resolved that:

- whatever strategy is adopted, the Delors challenge to develop the cultural, spiritual and social dimensions of individuals should be the basis for learning;

- there is need for a think-tank capacity within the State to explore the long-term implications of the globalisation of knowledge and technology for the delivery of postsecondary education in South Australia;

- the mandate of such a group would be to explore the tension between the local and the global to develop a balanced view of how the university and TAFE (and other VET and ACE providers) might develop a seamless approach to the provision of postsecondary and further education in South Australia.

Theme Seven:
Teachers and Teacher Education

Seminar participants noted that:

- modern society poses great challenges to the achievement of personal fulfilment and a considerable burden in redressing the balance falls to teachers at all levels;

- schools must lay the foundations for lifelong learning;

- teachers have a need for special expertise in literacy and numeracy, which underpin all lifelong learning, and in skills which encourage the balancing of the Delors four pillars;

- while the community held high expectations of the outcome of teachers' work, it had little understanding of the necessary resource base, especially in the provision of an adequate technological infrastructure;

- there is a great need for improved training in IT, more urgently as in-service for existing teachers than for new graduates.

The seminar resolved that:

- there should be increased monitoring of supply and demand issues in teaching, particularly in relation to mathematics and science teachers;

- at least minimal levels of IT knowledge should be required for teacher qualifications;

- there should be a comprehensive review of in-service professional development of teachers;

- while much professional development can and should occur in non-formal environments, every effort should be made to develop structured training translatable into credit in university qualifications.

Resolutions for Action

The seminar resolved to continue development of the themes explored in the day's discussions by:

- continuing discussion of how the Delors pillars and principles might be utilised for developing a strategic vision for education in South Australia, reconvening as and when necessary;

- proposing a vision of education in the State in which education is seen:
  - as an investment, not a cost,
  - as possessing a spiritual as well as a practical dimension,
  - as relevant to the political and civic elements of the State, not only the economic;

- exploring opportunities related to the spread of information technology;

- exerting an influence on opportunities which arise to map the State's future, such as:
  - the Review of the Education Act and Children's Services Act,
  - the State Regional Task Force,
  - Business Vision 2010,
  - Sustainable Development Initiative,
  - Local Management of Schools,
  - Education Adelaide.

- creating the basis of a "Delors Commission" for the State – perhaps for the Asian Region.

In closing, the seminar appointed a small Working Group to carry forward the resolutions and to arrange for further meetings of seminar participants as a continuing Delors Task Force.

SUPPORTING PAPERS

From Recurrent Education to Lifelong Learning

R.J. Ryan

In 1993 the United Nations Educational, Scientific and Cultural organisation (UNESCO) appointed a distinguished International Commission under the Chairmanship of M Jacques Delors, former President of the European Commission and former Finance Minister of France, to examine the diversity of educational contexts and structures around the world, and the large volume of educational research available, to construct a conceptual map for the future of education in the 21st century.

The International Commission produced a statement of undoubted intellectual substance, commonly known after its Chair as the Delors Report, but formally entitled *Learning: The Treasure Within*[7]. The Seminar reported in this volume represents an attempt, following an Asian regional conference in Melbourne in April 1998, to position the findings of the Delors report within an Australian context[8].

The papers which follow provide an introduction to the Delors Report and a comment on its key driver, the concept of globalisation, before providing a summary of discussion and an account of findings and resolutions of the Adelaide Seminar. In this first section, Delors is placed within an historical sequence which begins with the 1972 UNESCO Report Learning to Be and parallel conceptualisations from the Organisation for Economic Cooperation and Development.

The 1970s: Introducing a New Paradigm for Education

A new approach to education, referred to variously as lifelong education, recurrent education and *education permanente*, began to appear in discussions in Europe from the mid-1960s and eventually in published papers of the European Commission and UNESCO. A compendium of these discussions was published by the Council of Europe at the end of the decade[9], but the first statement to gain world-wide recognition was the work of Edgar Faure and his colleagues on the UNESCO International Commission on the Development of Education. This was published as *Learning to Be* in 1972[10].

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[7] Delors, J. (1996) *Education: The Treasure Within*. UNESCO, Paris.
[8] Haw, G. W. & Hughes, P. W. (eds) (1998). *Education for the 21st Century in the Asia Pacific Region*. Australian National Commission for UNESCO, Canberra.
[9] Council of Europe (1970). *Lifelong Education: A Compendium of Discussion*. Strasbourg.
[10] Faure, E (1972). *Learning to Be*. UNESCO, Paris.

Learning To Be

Lifelong education as presented in *Learning To Be* represented a considerable departure from conventional educational thinking, with education presented as a radical, democratising instrument of essentially political action. While acknowledging American and European innovators like Dewey, Montessori and A. S. Neill in its pantheon of reformers, *Learning to Be* looked more frequently towards radical reformers in the third world, who saw education as liberation, or 'conscientization'[11].

Learning to Be was particularly influenced by the view of Paolo Friere that the purpose of education is the creation of a self-awareness that changes the learner from object to subject [12]. Lifelong education, in this model, was essentially about the creation of equality. Even in societies which had improved educational opportunity, there was a need for equalisation between the young, who received the improved educational opportunities, and their elders, who needed compensation for their experience in less educationally open times.

The argument advanced by *Learning to Be* was that true equality in and through education can only be achieved by education's being developed as a continuing process over the whole lifetime of an individual[13].

An important message of *Learning to Be*, with particular resonance for Australia, was the argument that

> rigid distinctions between different types of teaching – general, scientific, technical and professional – must be dropped, and education, from primary and secondary levels, must become theoretical, technological, practical and manual at the same time[14].

Recurrent Education

Another vision of lifelong education was promoted by the Organisation for Economic Cooperation and Development under the title of 'recurrent education'. This continued the UNESCO emphasis on equality of opportunity with perhaps greater policy clarity and a firmer eye on the workplace [15].

Recurrent education provided a framework to reform secondary education while utilising an enhanced post-school system to compensate adults whose needs had been overlooked in their previous educational experience, thus contributing to intergenerational as well as social equity.

However, of almost equal interest to the OECD was the problem, which was then becoming increasingly apparent, of how to secure a satisfactory interplay between the world of work and the educational system. The persistence of distinctions between general and

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[11] Ibid., p. 139.
[12] Ibid., p. 75.
[13] Ibid., p. 73.
[14] Ibid., p. 195.
[15] OECD (1973). *Recurrent Education: A Strategy for Lifelong Learning*. Paris, p. 7.

vocational education and traditional educational formats which failed to produce qualities of self-awareness and autonomous decision-making in the learner were problems that recurrent education might help overcome[16].

Transmitting Lifelong Education To Australia

The UNESCO and OECD conceptualisations began to flow into Australian policy awareness in the early 1970s, through the Australian National Committee for UNESCO and through the activities of the OECD, which funded individual country studies in member States.

In fact, many elements of the South Australian Karmel Report on education in 1969-70 echoed the emerging European ideas and the first formal statement on lifelong education as a master concept for an education system came from the inaugural South Australian Director of Further Education, Max Bone, in the Patricia Chomley Oration of 1972[17].

Bone was probably the most influential channel for the early transmission of the European ideas to Australian technical education agencies, although there appears also to have been some similar discussion among secondary educators. Duke noted the mention of recurrent education in the body of the report by the Interim Committee of the Schools Commission, although not in the recommendations, in 1973.

Another line of entry to Australian practice appears to have been through comment in the triennial funding recommendations of the Committee, later Commission, on Advanced Education[18].

Myer Kangan and Recurrent Education

The single greatest influence in developing a practical application for the concept of lifelong education came from its enthusiastic adoption by Myer Kangan, the Commonwealth official whose 1974 Report on Technical and Further Education in Australia effectively created a new national sector of education from the various State technical education agencies and empowered it with a strong philosophical base.

According to Kangan Committee member Peter Fleming,

> The search for identity and a sustaining philosophy (for TAFE) was led by Myer Kangan. It was he who asked us to read the UNESCO Report *Learning To Be* [19].

Lifelong education thus became a key ingredient in the new vision of TAFE although the institutions created by the Kangan Report, the

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[16] Ibid., p. 43.
[17] Bone, M. H. (1972). *Lifelong Learning: The Role of Permanent Education in the Education System.* Adelaide: College of Nursing, Australia.
[18] Australian Commission on Advanced Education (1975). *Fourth Report 1976-78.* Canberra: AGPS, p. 21.
[19] Fleming, P. W. I. (1995). The Kangan Report in Kearns, P. and Hall, W. (eds) *The Kangan Report: 20 Years On.* Adelaide: NCVER.

Committee and later Commission on Technical and Further Education, preferred both the terminology and the analysis of the OECD's recurrent education model.

By the time of a 1977 Commonwealth Department of Education seminar the Chair of the TAFE Council spoke of recurrent education as if it were the special philosophy of TAFE, which would be diluted by the diversion of resources to other sectors[20].

An equally relevant question would be: how had the concept of lifelong or recurrent education come to be seen as the specific property of one educational sector, rather than as an underlying vision for all education, formal and informal?

Recurrent Education and Industry

An interesting aspect of the embrace of the idea of recurrent education in the 1970s was the degree to which industry was also prepared to embrace the concept. Industry accepted lifelong education's egalitarian aims but was also impressed by its potential to remove barriers to workforce training, such as age restrictions on apprentices, which had long frustrated employers.

A second important conclusion drawn by the Confederation was that acceptance of recurrent education as a community value meant that the expense of adult training should be shared by the community as well as by industry and individuals[21].

Reviewing the Paradigm

The idea of recurrent education remained influential in Australian education throughout the 1970s and the first half of the 1980s, although, as indicated, it became perhaps too closely identified with the TAFE sector alone. It was partly because of this close association with vocational education that the philosophy itself came under question as governments began to feel a degree of disillusion with what they perceived as the education system's failure to produce solutions to what were essentially economic problems of persistent unemployment and difficult youth transitions to work and adult life.

A series of reviews in the late 1970s and early 1980s attempted to struggle with this conflict of vision between an individual development approach to education and the clear failure of many young people to make a viable transition from education to the labour market.

Although most reviews pointed out the "too facile" assumption that the solution to unemployment was to be found in education (Beltz, 1977, letter of transmittal), the belief that the problem lay largely within education persisted with the election of the Hawke Labor government in 1983, and in 1984 the government appointed Professor Peter Karmel, architect of much of the education policy of the era of

[20]Coughlan, H. K (1978). Opening Remarks in Duke, C. (ed) *Recurrent Education 1977: Trends, Tensions, Trade Offs*. Canberra: AGPS.
[21]Confederation of Australian Industry (1978). *Education and Training in Australia*. Melbourne.

recurrent education, to enquire into what benefits could be identified from the greatly increased public investment in education.

Karmel's conclusion that very little incontrovertible evidence could be found of improved cognitive outcomes for students since the early 1970s[22] hastened governments' dissatisfaction with the established education policy framework and those who had been managing it.

Recurrent Education Abandoned

In 1987 the government effectively abandoned the previous bipartisan commitment to the educational philosophies of the 1970s and early 1980s when it established a Ministry of Employment, Education and Training with a clear preference for vocational and instrumental goals over the objectives of social and individual development which had been the hallmark of policies based on recurrent and lifelong education.

Australian governments adopted a somewhat simple minded policy perspective in which economic regeneration involved the rejection of the aims of liberal education and the substitution of economic and instrumental objectives. Former Prime Minister Keating, for example, in writing a Foreword to a symposium on the twentieth anniversary of the Kangan Report, spoke patronisingly of it as "a product of its times".[23] But it is not evident that the later Hawke, Keating and Howard governments achieved any better results in the areas of unemployment and youth transition than earlier policy makers who supported the ideals of recurrent education.

Interest Renewed

The concerns which motivated Australian governments to switch policy direction were common to many advanced economies during the 1980s and the OECD continued to foster a debate which was characterised by a loss of faith in human capital theory and a search for a more active policy linkage between economics and education.

The debate within the OECD led to the development of a new orthodoxy which sought a closer integration between general and vocational education, a better focus on skill development in the workplace, a focus on retraining the existing workforce, and an emphasis on interactions between technology, work organisation and skill formation[24].

However, it is clear that the OECD message was not fully translated into Australian policy. For example, the OECD remained opposed to the simple identification of education with economic objectives and its own research encompassed learning theory and social objectives as well[25].

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[22]QERC (Quality of Education Review Committee) (1985). Canberra: AGPS, p. 188.
[23]Keating, Hon P. in Kearns and Hall (op. cit.) *Foreword.*
[24]Sweet, R. (1989). A New Economics of Education. *Unicorn*, 15 (3).
[25]Vickers, M. (1995). *Cross National Exchange, the OECD and Australian Education Policy.* Canberra Bulletin of Public Administration (78).

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Similarly, the approach to competency based training adopted in Australia was one peculiar to English speaking countries rather than to the European members of the OECD[26], while the OECD's great stress on decentralisation of control over education[27] was the reverse of the policy followed at national level in Australia.

During the 1990s interest strengthened throughout the world in revisiting the ideas and ideals of the lifelong education/recurrent education movement. The 1972 Faure Report had arisen from a clear and direct sense of crisis. When in 1971 the then Director General of UNESCO, Rene Maheu, asked Edgar Faure, former Prime Minister and Education Minister of France, to chair a panel concerned with defining 'new aims' for education, he did so in the wake of a dramatic crisis sparked by student uprisings in a number of Western countries.

Bob Teasdale later in this volume points to concerns focused on the collapsing Soviet Union as an indirect cause of the appointment of the Delors Commission. More generally, it is clear from the background of both the Delors Report and the OECD Ministerial Communique *Lifelong Learning for All* [28] that a realisation of the impact of globalisation is the principal driving force behind contemporary concerns (Delors, p. 51).

Similarly the OECD Education Ministers at their 1996 meeting placed globalisation at the forefront of the factors which had emerged as crucial for education since their previous meeting in 1990. Noting that the phenomenon of globalisation is by no means a new one, they nevertheless remark on the multiple dimensions it now occupies.

> The concept has been broadened to encompass not only movements of goods and services, but also of investment, people and idea across national and regional frontiers. Since the 1970s, three closely-related phenomena have played a central role in facilitating and spurring a new wave of globalisation: market deregulation, the advent and spread of new information technologies based on micro-electronics, and the globalisation of financial markets[29].

The 1996 OECD Ministerial meeting, chaired by the then Australian Minister (Hon Simon Crean), opted for a renewed concept of lifelong learning, effectively parallelling the UNESCO deliberations.

The OECD sees several key differences between lifelong learning and its earlier formulation, recurrent education:

- the earlier model implied episodes of education between episodes of work or other activity – now learning is seen as continuous and embedded in work and other experience
- the last 20 years have seen a retreat of government from full support for education and alternative models have to be developed

[26] Ramsey, G. (1995). Training for the 21st Century: Is Australia Keeping Up? *Training Agenda*, 3 (1).
[27] OECD (1994). *Vocational Education and Training for Youth: Towards Coherent Policy and Practice*. Paris.
[28] OECD (1996). *Lifelong Learning for All*. Paris.
[29] Ibid., p. 29.

- very high school retention rates and tertiary participation rates have now been achieved; this changes the focus of Lifelong Learning (eg the flow of university graduates into TAFE in recent years)

- social demand is being replaced by individual demand

According to the OECD, Lifelong Learning is now understood to mean the continuation of conscious learning throughout the lifespan in both formal and non-formal environments. Lifelong Learning is no longer expressed in terms of rights but as a necessary requirement for participation[30].

The OECD sees Lifelong Learning as based on three fundamental objectives:

- personal development
- social cohesion
- economic growth

Above all, it argues that none of these can be taken in isolation; lifelong learning must contribute to an array of aims rather than to a single goal.

These objectives clearly parallel the UNESCO/Delors vision of four pillars of lifelong learning:

- Learning to Be
- Learning to Know
- Learning to Do
- Learning to Live Together

One of the key findings of the UNESCO Seminar in Adelaide was that all four pillars must be pursued together, not least in relation to education for the world of work and education for the new technologies. This is consistent with the OECD Ministers' conclusions that all education must pursue the whole array of individual, economic and social goals.

The renewed interest in an expanded concept of Lifelong Learning has been adopted with great seriousness in Western Europe, as a real and practical road map for economic and social development in the new millennium. A 1997 White Paper *Towards a Europe of Knowledge* has developed specific plans in the areas of new knowledge acquisition, linking schools and business, combatting exclusion, language proficiency and investment policy for education infrastructure. The Union's plan to treat investment in capital and in education on an equal basis is an example of the policy making emerging in Europe[31].

The United Kingdom government has gone even further in its 1998 Green Paper *The Learning Age: a Renaissance for a New Britain*, which sets targets, provides incentives for further study, proposes a Training Standards Council, simplifies the qualifications framework and

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[30]Ibid., p. 89.
[31]Papadopolous, G. (1999). International Trends. Attachment to Global Learning Services *VET in the Learning Age*. Report on an NREC Project (Ms submitted to National Centre for Vocational Education Research, Adelaide.

suggests specific initiatives like a University for Industry, franchised learning centres and Individual Learning Accounts[32].

The challenge for Australia is similarly to develop real and practical ways in which the current renewal and expansion of the ideas which first appeared in the 1970s can be applied at local, regional, national and international levels. The Flinders University Institute of International Education/UNESCO seminar in November 1998 was one step in achieving this outcome. The following pages provide a further introduction to the Delors Report, to its concern with the effects of globalisation, and to the discussion and conclusions of the seminar.

[32]Ibid.

Learning: The Treasure Within – An Introduction and Comment

J.P. Keeves

Learning to Be: The world of education today and tomorrow brought new views of a learning society and the constant exchange of ideas to sustain the promises of democracy throughout the world. It is fitting that 25 years later a second report should be issued to UNESCO by the International Commission on Education for the Twenty-first Century, chaired by Jacques Delors, with the title *Learning: The Treasure Within.*

In the 25-year period between these two reports the expansion of educational services has continued apace along a path that is one of the great human achievements of this century, namely, the development of organised, universal education. It has involved, world-wide, the creation of literacy programs, the expansion of primary and secondary education, the marked increase in the provision of higher education, and the establishment of widespread programs of adult recurrent education, particularly in Sweden and more recently in Japan. However, the impressive advances in recent years in the field of information technology present new vistas and new challenges that bring the four corners of the world in which we live much closer together in what is being referred to as the 'global village'. The challenge for humankind is to examine the problems confronting societies across the world and to advance programs for the resolution of these problems. Such programs necessarily involve education.

The Tensions to Be Overcome

In introducing the report, Delors identifies seven tensions that must be overcome in the social environment in maintaining sustainable human development and the creation of a better world in which to live together. These tensions are the tensions between:

- the global and the local,
- the universal and the individual,
- tradition and modernity,
- long term and short term considerations,
- need for competition and concern for equality of opportunity,
- the extraordinary expansion of knowledge and of human being's capacity to assimilate it,
- the spiritual and the material (p. 17-18)

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The Commission argues that the survival of humanity depends on the resolution of these tensions and this can only be achieved through education.

A Personal Perspective

Recently I have been fortunate to have been able to visit three countries which are at very different stages of technological and educational development, and to be confronted, at least to a limited extent, by the immense problems facing those countries.

First I visited Vietnam, a country richly endowed in human and natural resources, but also one which has been constrained by almost a century of colonisation and by more than 50 years of devastating wars, involving both external aggression and internal civil conflict. A mass literacy program in the late 1970s and early 1980s raised adult literacy rates to 86 per cent by 1990, but estimates indicate that primary education is not universal, with approximately 90 per cent participation, while lower secondary education is highly selective with about 33 per cent of an age group enrolled at school at Grade 9, and in upper secondary education about 10 per cent remaining to Grade 12, with one to one and a half per cent of an age group proceeding to university education.

Secondly, I worked for two weeks in Indonesia, a rapidly developing country with a population in excess of 200 million people, richly endowed with natural resources, but spread across more than 13,000 islands and stretching from east to west across more then 5000 kilometres. There is a strong thrust in the provinces of Java towards technological development, towards universal lower secondary education to the Grade 9 or age 15 years level, and towards greater equity between rich and poor, particularly in Jakarta, a city of over 11 million people.

Finally, I live in Australia, which is a country where nearly 90 per cent of the population enjoy all the benefits of a modern industrial society, but nine to ten per cent of the population suffer from prolonged periods of underemployment, and where one per cent - the aboriginal population - suffers from acute problems of poor housing, poor health and limited access to employment and education.

Each of these countries has its problems, which, while apparently very different, have much in common in so far as the solution to their problems lies in the provision of an appropriate range and type of educational services. Fortunately, I am working in an Institute for International Education where efforts are being made in small but nevertheless important ways to assist in the resolution of these problems in different developed and developing countries.

My travels have made very clear to me the nature and the extent of the problems in different parts of the world. While my views must necessarily be based on limited experiences, they help me greatly in interpreting and understanding this report *Learning: The Treasure Within. A Progress Report to Humankind.*

In the Delors Report evidence is presented on the magnitude of the problems facing human societies world-wide and the progress being made in the resolution of these problems.

The Age-Structure of the World's Population

A rapid growth in the world's population presents the first major problem. In 1993, the population of the world was estimated to be 5.57 billion people. In spite of a slight decline in fertility rates since the early 1970s, the world's population is expected to increase to 6.25 billion by the year 2000 and to reach 10 billion by 2050. There are, however, marked variations between regions as can be seen in Figure 1 taken from the Delors Report (p. 40) which presents the age-structure of the world's population for the six major regions of the world with a breakdown into two groups: 0-14 years, and 15 years and over.

The former group represents that segment of society for which compulsory education must be provided after an initial period of early childhood, which are the highly formative years of life and cannot be disregarded. In Sub-Saharan Africa this group is nearly 50 per cent of the population, while in the more Developed countries the size of the group falls to approximately 20 per cent. The successful expansion of education over the 40 years from 1953 to 1993 is indicated by the fact that in 1953 only 300 million children attended school. In 1993 more than one billion young people did so.

Figures compiled by UNESCO's Division of Statistics.
The regions correspond to UNESCO's nomenclature.
The countries of the former Soviet Union are considered as developed countries, and those that are in Asia are also included there.

Figure 1 *The evolution of the age-structure of the world's population, 1980-2010 (%)*

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Participation in Primary, Secondary, and Tertiary Education by Region

Not only does participation in education at the primary, secondary and tertiary stages of education differ between regions of the world, but there are also marked differences by sex in certain regions. Table 1 taken from the Delors Report (p. 76) for the six world regions, shows age groups corresponding to participation in primary education: ages, 6-11 years; secondary education: ages, 12-17 years; and tertiary education, ages 18-23 years, and by males and females.

Table 1 *Estimated net enrolment ratios for the age-groups 6-11,12-17, and 18-233 years, * by region, 1995*

	6-11		12-17		18-23	
	M	F	M	F	M	F
Sub-Saharan Africa	55.2	47.4	46.0	35.3	9.7	4.9
Arab States	83.9	71.6	59.2	47.1	24.5	16.3
Latin America/ Caribbean	88.5	87.5	68.4	67.4	26.1	26.3
Eastern Asia/ Oceania	88.6	85.5	54.7	51.4	19.5	13.6
Southern Asia	84.3	65.6	50.5	32.2	12.4	6.6
Developed Countries	92.3	91.7	87.1	88.5	40.8	42.7

*Percentage ratio of the number of enrolled pupils/students in each age-group to the total population in the age group.

Source: World Education Report 1995, p. 36, Paris, UNESCO, 1995.

The much lower levels of participation in the countries of (a) Sub-Saharan Africa at the primary stage; (b) in all countries except the Developed countries at the secondary stage; (c) of girls in Sub-Saharan Africa and Southern Asia, and to a lesser extent the Arab States at the secondary stage; and (d) of girls, except in the Latin American region and in the Developed countries, at the tertiary stage. It is the regions and countries with the largest proportions of their populations at the school-going age levels that have the greatest shortfalls below universal participation at the primary school stage, and marked shortfalls at the secondary stage.

School Life Expectancy in Selected Countries

While there are marked differences between regions in levels of participation at the different stages of primary, secondary and tertiary education, there are also marked differences between countries within regions. Figure 2 taken from the Delors Report (p. 120) shows for selected countries, the differences in school life expectancy in years for female and male students. The extremely low levels of expectation of participation in Mali should be noted, as well as the marked disparity between Bangladesh and Korea within Asia. In addition, there is a high level of involvement of women in education in the United States which exceeds by nearly a year the level of involvement of men. It should also be noted that in one of the Arab countries, namely Bahrain, the expectancy of participation of girls in education exceeds that of boys.

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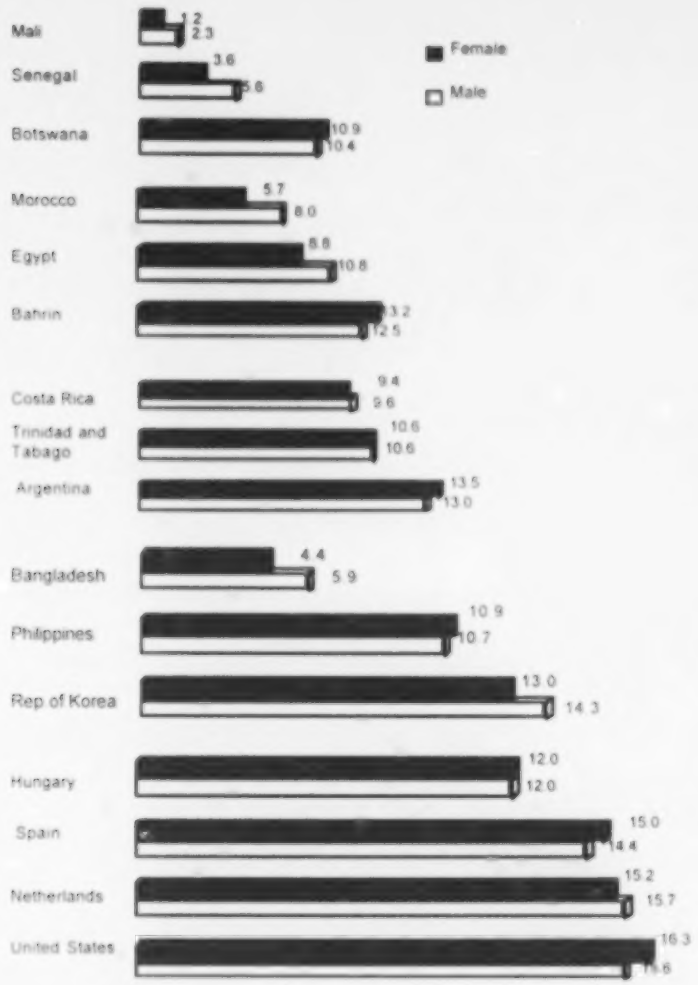

Figure 2 *Female and male school life expectancy (years) in selected*

Estimated Numbers of Adult Illiterates by Region

Literacy must be considered to be a basic right of all human beings. Nevertheless, the evidence indicates that in spite of the striking growth in educational provision across the world, because of the even greater growth in the population there was, between 1980 and 1995, an increase in the extent of adult illiteracy across the world. Figure 3 taken from the Delors Report (p.123) presents the estimated numbers in millions by region of the adult illiterates in the world over the years 1980 to 2010.

While by 2010 the evidence presented anticipates a slight drop in the total number of adult illiterates across the world, the actual numbers within the Arab States, Sub-Saharan Africa and particularly Southern Asia, are increasing. In the year 2010 the need for adult literacy programs is expected to exist even in the developed countries, and there will remain nearly one billion adults (860 million) world-wide who are estimated to be illiterate.

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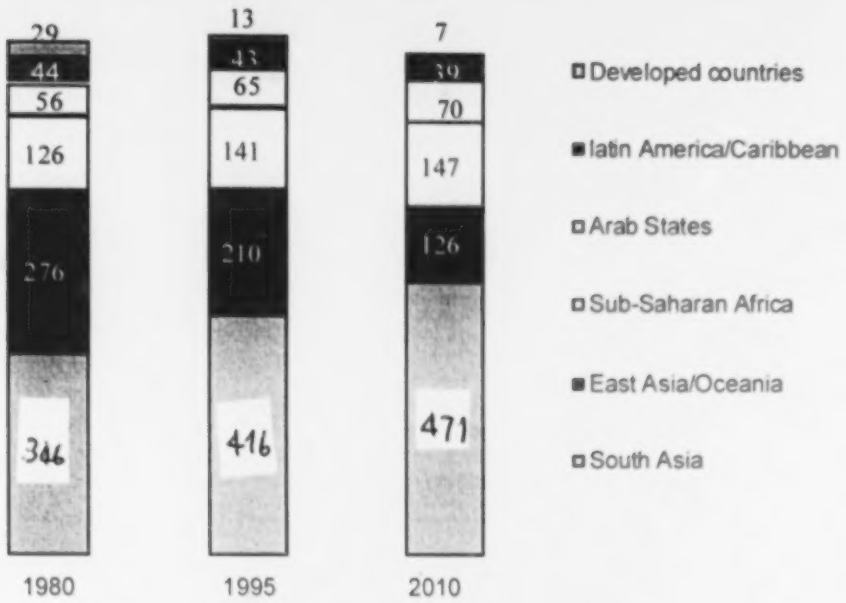

Figures compiled by UNESCO's Division of Statistics.
The regions correspond to UNESCO's nomenclature.
The countries of the former Soviet Union are considered as developed countries, and those that are in Asia are also included here.

Figure 3 *Estimated number (millions) of adult illiterates by region, 1980-2010*

The Number of Teachers by Region, 1980 to 1992

The expansion of education could not have occurred without growth in the number of teachers who work to provide education in the schools. Figure 4 taken from the Delors Report (p. 147) presents information on the number of teachers at all levels per 1,000 persons in the population in the age-group 15-64 years for the six regions in 1980 and 1992.

In the Developed countries over 2.5 per cent of the adult population are teachers, but in Sub-Saharan Africa and Southern Asia, where the problems of population growth are greatest, less than one per cent of the adult population are teachers. Except in Eastern Asia and Southern Asia there has been marked growth in the proportion of the workforce who are teachers. These data indicate the great need for the expansion of teacher education programs in some parts of the world to maintain the provision of schools for even greater numbers of students.

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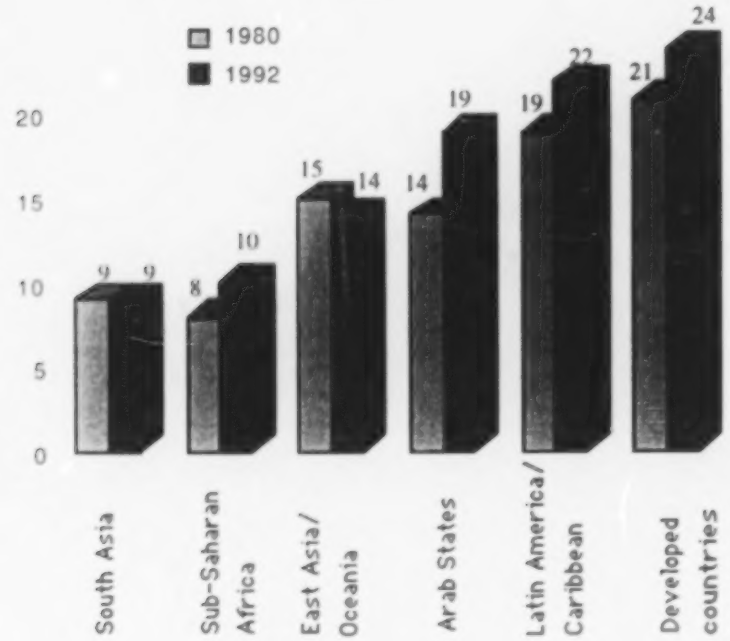


Figures compiled by UNESCO's Division of Statistics.
The regions correspond to UNESCO's nomenclature.
The countries of the former Soviet union are considered as developed countries, and those that are in Asia are also included here

Figure 4 *Number of teachers (all levels) per 1,000 population in the age-group 15-64 by region, 1980 and 1992*

Public Expenditure on Education

The major factor limiting educational provision is the proportion of public moneys that are available to spend on education. Table 2 taken from the Delors Report (p. 163) presents both the level of public expenditure on education, in billions of US dollars and the percentage of Gross National Product spent on public education over the years 1980 to 1992. In the Developed countries there has been a marked increase in expenditure on education, but this is not so for Sub-Saharan Africa. However, these figures are confounded by exchange rates and the changing costs of living as well as by inflation. Consequently, it is perhaps more appropriate to consider the percentage of GNP spent on education. The following points should be noted.

1. the slight increase in the proportion of GNP spent in the Developed and North American countries.
2. the rising and high levels of expenditure in the Sub-Saharan African countries.
3. the decline in expenditure in China and Asia/Oceania, and
4. the noticeably low level of expenditure in the least developed countries, where the need must be considered to be greatest.

Table 2 *Public expenditure on education, 1980-92*

	US$ (billions)				Percentage of GNP			
	1980	1985	1990	1992	1980	1985	1990	1992
WORLD TOTAL*	526.7	566.2	1017.0	1196.8	4.9	4.9	4.9	5.1
Developing counties	102.2	101.2	163.4	209.5	3.8	4.0	4.0	4.2
Sub-Saharan Africa	15.8	11.3	15.2	16.0	5.1	4.8	5.3	5.7
Arab States	18.0	23.6	24.7	26.0	4.1	5.8	5.2	5.6
Latin America/Caribbean	34.2	28.9	47.1	56.8	3.9	4.0	4.1	4.4
Eastern Asia/Oceania	16.0	20.1	31.8	41.4	2.8	3.2	3.0	3.1
Of which: China	7.6	7.7	9.1	9.8	2.5	2.6	2.3	2.0
Southern Asia	12.8	14.7	35.8	60.4	4.1	3.3	3.9	4.4
Of which: India	4.8	7.1	11.9	10.0	2.8	3.4	4.0	3.7
Least developed countries	3.1	2.7	4.2	4.1	2.7	2.8	2.9	2.8
Developed countries* of which	424.5	465.0	853.6	987.3	5.2	5.1	5.1	5.3
Northern America	155.1	221.6	330.2	369.7	5.2	5.1	5.4	5.7
Asia/Oceania*	73.0	79.3	160.8	225.5	5.8	5.1	4.8	4.8
Europe*	196.3	164.2	362.6	419.3	5.1	5.1	5.0	5.2

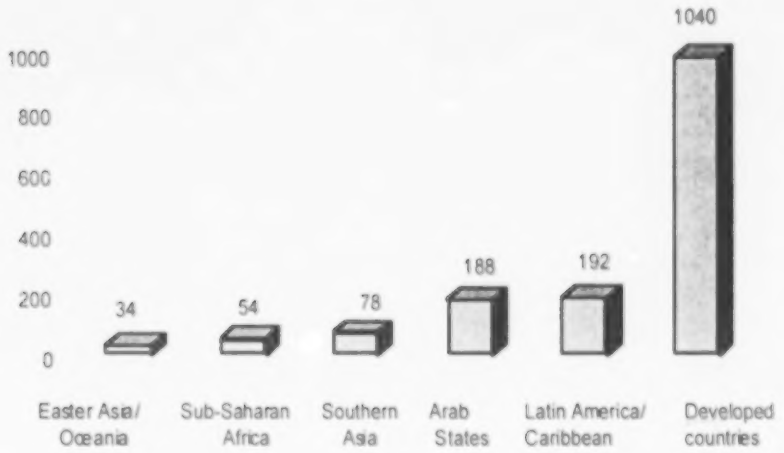
*Excluding countries of the former USSR.
Source: World Education Report 1995, p.109, Paris, UNESCO,1995.

The issues remain: How much can a country afford to spend on public education and what level of contribution should be drawn from private sources? The average figures presented conceal the wide variations that exist, which reflect not only the disparities in wealth across countries of the world, but also the lesser financial effort made by the Developing countries (4.2% of GNP) compared to the Developed countries (5.3% of GNP) in 1992. It should also be noted that except in primary education in the industrialised countries, the rise in numbers of children in the school-aged population far exceeds the rise in adult population, imposing a greater burden on the finances of a country when viewed in terms of a percentage of GNP.

Public Expenditure (in $US) on Education (at all levels) per head of Adult Population in 1992

The marked disparities between the rich developed countries and the remaining countries of the world are clearly seen in Figure 5 in the estimates of public expenditure on education at all levels expressed in US dollars per head of adult population (See the Delors Report, p. 165). The expenditure on public education in the Developed countries is heavy in absolute terms. Consequently, the gradual increase towards greater participation in education by the bulk of the population through the secondary level and on to the tertiary stage, as well as the growing need for in-service and adult recurrent education programs, associated with the reduction in working hours and increased unemployment and underemployment would seem to indicate that even greater levels of public expenditure on public education is going to be required in the future, unless new modes of provision can be found.

The Developing countries face even greater problems of increasing public expenditure on education for the rising school aged population. Clearly, the issues to be addressed are associated with the proportion of public expenditure to be spent on education and there is no single or simple answer available.



Figures compiled by UNESCO's Division of Statistics.
The regions correspond to UNESCO's nomenclature.
The category 'Developed countries' does not include the countries of the former Soviet Union.

Figure 5 *Public expenditure on education (all levels) per head of adult population, 1992 ($US)*

Public and Private Sources of Expenditure on Education

One of the sources of increased expenditure on education is through drawing to a greater extent on private sources. Table 3, taken from the Delors Report (p. 166) presents for selected countries for all levels of education combined the expenditure on education by source of funds, public or private, for 1992.

Of the OECD countries, the affluent countries of Germany, Japan and the United States, draw more heavily on private sources than do countries like Australia and Canada. It is perhaps not surprising that expansion of educational provision in Australia has during the past year been financed by drawing more heavily on private sources of funding through support to establish new fee paying private schools and through increased fees for students at public institutions of .higher education. Likewise, a country such as Indonesia, which is a rapidly developing country, is drawing heavily on private sources to provide for education, but the poor in this country have reduced access to education compared to the wealthy.

Table 3 *Education expenditure by source of funds, all levels of* education combined*, selected countries, 1991 (%)

Group and country	Public Sources	Private sources
OECD Countries		
Australia	85.0	15.0
Canada	90.1	9.9
Denmark	99.4	0.6
Finland	92.3	7.7
France	89.7	10.3
Germany	72.9	27.1
Ireland	93.4	6.6
Japan	73.9	26.1
Netherlands	98.0	2.0
Spain	80.1	19.9
United States	78.6	21.4
Low- and middle-income Countries		
Haiti	20.0	80.0
Hungary	93.1	6.9
India	89.0	11.0
Indonesia[a]	62.8	37.2
Kenya[b](1992/93)	62.2	37.8
Uganda (1989/90)	43.0	57.0
Venezuela (1987)	73.0	27.0

Notes

* primary, secondary and higher formal education. -Ed

[a] Public institutions only. Private sources refer to household only.

[b] Primary and secondary levels only. Private sources refer to household only.

Source: *Priorities and Strategies for Education*, p.54, Washington.

The major problems that emerge from this presentation of evidence and trends concerned with educational development world-wide in the six regions of the world as well as selected countries can be listed:

- the feeding of the growing population of the world,
- the containment of population growth,
- the sharing of the world's wealth between the developed and the developing countries tries,
- the advancement of technological development in the poorer countries in order to raise standards of living,
- the building of schools and the training of teachers so that the growing numbers of children can attend school,
- the establishment of greater equity between the sexes,
- the establishment of greater equity between the different social and racial groups.

The solutions to these problems lie primarily in education. Education not only enriches the mind, but together with increased standards of living leads to the containment of population growth, the recognition of need for greater equity between the sexes and between different social and racial groups, advances in food production, and the introduction and use of new technology, as well as the training of teachers.

The key message of the Delors Report is that only through education can these immense problems facing humankind be solved. Moreover, only through democratic governance, which demands an informed citizenry, based on strong programs of education, can decisions be made effectively.

Implications of the Delors Report for Schooling in South Australia

G.R. Teasdale

A revised version of a presentation to a conference of DETE schools and children's services senior executives, Clare, 1 February 1999

Nine or ten years ago, in those turbulent times of transition in the old Soviet Union, the government of Mikhail Gorbachev was faced with the huge challenge of reforming its education system. It turned to UNESCO for assistance. In particular, it asked for a vision – a vision of the goals and directions that Russian education might take as it prepared its young people for life in the 21st century.

As senior staff of UNESCO began working on this challenging task, they soon became aware that what was needed was not a vision for the Soviet Union alone, but a vision for the whole world. And so was created the UNESCO International Commission on Education for the 21st Century, which began its work early in 1993. Fifteen eminent public figures from all over the world – both men and women – were appointed to the Commission. At the end of their deliberations they produced a report that many of us believe is the single most important educational document to have been published by UNESCO in the last quarter century.

Released three years ago, the report has already been translated into over 25 languages. It is now known almost universally as the Delors Report, after the chair of the Commission, Jacques Delors, an eminent French politician and former president of the European Union.

The Report is both a visionary document and a flawed document. It is inspirational and challenging, yet it leaves itself open to criticism and misunderstanding. For example, many people in the Asia-Pacific region see it as Eurocentric, notwithstanding the diverse cross-cultural composition of the 15 member Commission. Even its focus – 'Education for the 21st century' – raises a serious question. The idea of a new century, and a new millennium, is itself very Eurocentric, as is the concept of linear time that can be divided neatly into one hundred year packages. Most of the Asia Pacific region has quite different ways of perceiving and measuring the passage of the years. In the Buddhist tradition I understand we are somewhere around the year 2543. What of the Chinese tradition? And here in Australia, of course, there has been a fundamentally different system again over the many millennia of human settlement here.

Others, including my colleague at the University of the South Pacific, Professor Konai Helu Thaman, criticise the Report for its conceptual compartmentalisation, and especially the idea of four seemingly

discrete pillars of learning, notwithstanding the Report's advocacy of a more holistic approach to education.

Malcolm Slade, a philosopher, and a PhD student in the School of Education at Flinders University, is making an in-depth analysis of Delors as the main focus of his PhD. He sees a number of serious internal inconsistencies in the Report, and believes that many people are missing the significance of some of its key messages.

Let me make a few brief observations about the Report that may help to guide your reading of it.

1. The 23 page introduction is written by Delors himself, and has a totally different quality to the rest of the report. It is a remarkably visionary, inspirational and idealistic statement. Delors recognises this idealism. He heads the introduction: *Education – the necessary Utopia*, and argues convincingly that the very survival of humanity depends on an idealistic vision of the future. Interestingly, it is the part of the Report that people keep revisiting, and that gets most widely quoted, I guess because of its greater depth and challenge.

2. The body of the Report, like almost all such international documents, has been prepared by a small group of back-room bureaucrats. Theirs is an impossible task. They try to please all of the players by including a range of perspectives, and inevitably some inconsistencies and incompatibilities creep in. We need to recognise this as we read it, and make allowances for it.

3. Most of these back-room people – including the key person – were either French, or at least Francophone. And I suspect that much of the early drafting was in French, and then translated into English. From an Anglophone perspective, this gives the Report a kind of 'floweriness' of expression – an almost indulgent bureaucratese. Its a feature of many UNESCO and OECD documents. Don't let it irritate you. Accept it with good cross-cultural grace.

4. Apart from Jacques Delors, the other fourteen members of the Commission were invited to prepare short personal epilogues to highlight their own particular visions and concerns. Eleven of them chose to do so. May I suggest that, having read Delors' introduction, you read the epilogues next. In that way you can study the body of the Report through the prism of these diverse and sometimes quite particular perspectives. May I especially commend the last and longest epilogue, that of Professor Zhou Nanzhou, formerly head of the National Institute for Educational Research in China, and now with the UNESCO Asia-Pacific Centre of Educational Innovation for Development in Bangkok.

Having read the Report, what are its implications for schooling in South Australia? There are six key themes I wish to touch on briefly.

1. Learning and Learners

Take very careful note of the title of the Report: *Learning – the treasure within*. What does it mean? What are its implications? Put simply, the

emphasis throughout the Report is on learning rather than on teaching – on the learner rather than on the teacher. It might be a trite oversimplification, but perhaps the twentieth century has been the century of the teacher, while the 21st century will be the century of the learner.

If we look back, historically, at the invention of mass compulsory schooling in the Europe of the industrial revolution, the emphasis was on the teacher as dispenser of knowledge. The teacher was in control, the teacher had authority, the teacher was at the centre of the educational process. And the language has reflected this. We at Flinders are engaged in the process of teacher education. We send students out on teaching practice.

But the emphasis in Delors is on learning, and on the learner. And the job of the educator is to help unlock 'the treasure within', to be a facilitator of learning, to help students to learn how to learn, to help them to become autonomous, self-motivated learners. But surely these are just opposite sides of the same coin – they are one and the same thing. Not quite. What Delors is saying is that a major shift in mind-set needs to take place – a shift from teacher to learner – and that this should have profound implications for the ways that schooling is conceptualised, and for the ways we focus our work in classrooms.

2. Employment

Go back to the industrial revolution and ask: What was the main purpose of mass schooling? The answer: To provide children with the necessary routines and skills to make a seamless transition from classroom to the factory floor. Throughout the industrial era schooling equipped children – especially male children – to become workers, with the expectation that they would spend their adult lives in full employment. And the job of the teacher was to provide the skills and knowledge to enable this to happen.

In 1964 I was the 'oppo' teacher at Port Kembla High School in NSW. ("Opportunity" classes supposedly provided special learning opportunities for children in the lowest academic stream of secondary schools.) This was a time of full employment. The local steelworks could absorb each year's crop of school leavers. And so all the boys in class 1H knew that in one or two years time, on their fifteenth birthday, they could simply cross the road, line up at the recruitment office, and get jobs as labourers or shift hands, earning especially good money if they chose to do some of the more dangerous jobs in the blast furnaces. So my job was simply to give them the basic literacy and numeracy skills to make this transition.

But the social context has changed in the past thirty years. Employment is no longer the norm for most young people leaving school. We're now living in a post-industrial era. There are no longer enough jobs for everyone. In fact, as we look into the future, it seems there will be less and less paid work available, and most young people nowadays can look ahead to a lifetime spent in a variety of different

jobs, interspersed with quite long periods of unemployment, and of under – employment.

What are the implications of this for schooling? How do we prepare students for unemployment, as well as employment? This is a very challenging question for teachers.

What does the Delors Report have to say about this? It has quite a few ideas, although I don't find it forceful enough and direct enough in the solutions it advocates. However it does makes the point that we simply cannot sustain an approach based on ever expanding economic growth – and on the ever expanding consumption of non-renewable energy and other natural resources. Delors himself states in the opening chapter:

> It may therefore be said that, in economic and social terms, progress has brought with it disillusionment. This is evident in rising unemployment. The truth is that all-out economic growth can no longer be viewed as the ideal way of reconciling material progress with respect for the human condition and respect for the natural assets that we have a duty to hand on in good condition to future generations.

Delors concludes that this issue of unemployment and economic growth '... will constitute one of the major intellectual and political challenges of the next century'.

The basic challenge is to recognise that true prosperity and full-time paid employment do not necessarily go hand in hand, either for ourselves, or for the generations that will follow. We simply cannot sustain an approach based on ever expanding economic growth, and on the ever expanding consumption of non-renewable energy and other natural resources. The real challenge is to foster self-sufficient lifestyles within a context of interdependence. This would require us to discard conventional economic wisdom based on ideas of growth, competition and consumerism, and to live more communally and more self-reliantly.

The whole question of capitalism versus environmental sustainability is critical to all of our futures, and especially to our children's futures. There are some very challenging questions here for those of us involved in schools and schooling.

3. Technology & Globalisation

The communications revolution is certainly mind-boggling in its scope and implications. Compare it globally with the industrial revolution. Does it have the same degree of cultural and social significance? Or is it of even greater significance to humankind? The implications for educators are becoming very significant indeed, as highlighted by the Delors Report. Our students – without any necessary intervention or support from us – now have access to an almost unlimited array of knowledge, and access to the search engines that enable them to explore it. No longer are we the source of all knowledge and wisdom.

In fact we are likely to play only a relatively minor role as dispensers of knowledge in the future.

Even more importantly, knowledge is power. Hence, as our role as providers of knowledge has declined, so too has our control and authority. Instead, our students, are likely to be far more knowledgeable about many things – about most things – than we will ever be. This raises some fundamentally important questions. For example: What impact will this social revolution – this knowledge and communications explosion – have on the roles and relationships of teachers and lecturers at all levels? And how do we prepare teachers to cope with it?

4. Learning throughout Life

Let me quote from the Delors report:

> The concept of learning throughout life is the key that gives access to the twenty-first century. It goes beyond the traditional distinction between initial and continuing education. It links up with another concept often put forward, that of a learning society, in which everything affords an opportunity of learning and fulfilling one's potential.

This theme of lifelong learning is probably the strongest and most prominent in the whole Report: 'The concept of learning throughout life is the key', it says, 'that gives access to the 21st century'. If learning is truly to become a lifelong experience, from cradle to grave, what are the implications for schools – for that period of 10 to 13 years when young human beings in our society compulsorily engage in education. All sorts of questions arise:

- What about those highly formative first five years of the lifespan? With the increasing fragmentation of the nuclear family, how do we enable parents to be effective facilitators of learning? What role do our schools play in this?

- What, if anything, will be especially significant about this segment of learning that occurs in schools? What will be especially significant about this particular 15 per cent of the learning continuum?

One response, of course, is to suggest that schools will become the primary place where one learns how to learn, where learners are equipped with skills to become data gatherers and researchers, and where they learn to evaluate and to use the knowledge and information that they acquire. But how do we achieve this? What are the curricular implications? What are the implications for teacher education?

And then there's the overarching question of how schools can truly help to create a learning society – a society in which everything affords an opportunity of learning and fulfilling the potential of all of its members.

5. The Global Village

Another theme in the Delors report is summarised by the phrase: 'The Global Village'. We live in a world that is shrinking. Transport and communications revolutions have brought us closer together. We can now sit in the comfort of our homes, a nutritious dinner on a tray on our laps, and watch on our television sets – in real time – right as its happening – people in Africa or North Korea dying in front of our eyes of starvation. The global village!

The disturbing thing here is the fact that the gap between rich and poor in the world is widening all the time. Note, for example, the following current statistics from the World Bank:

the richest 20 per cent of the world's population receive 83 per cent of its income; the poorest 20 per cent receive 1.4% per cent

- over one billion people live on less than one dollar a day
- over two billion people are suffering from either hunger or malnutrition
- over 40,000 hunger-related deaths occur each day
- there are 15 countries in Africa whose primary school participation rate is still below 50 per cent.

The point here is that the situation is worse than it was ten years ago, or 20 years ago, and continues to worsen. What are the implications of this for each of us as educators? And what are the implications for schools? Delors himself, in his opening chapter to the report, throws down the challenge:

The Commission does not see education as a miracle cure or a magic formula opening the door to a world in which all ideals will be attained, but as one of the principal means available to foster a deeper and more harmonious form of human development and thereby to reduce poverty, exclusion, ignorance, oppression and war.

Are these goals unrealistic? Are they utopian? Yes, Delors would argue that they are, but at the same time he argues that they are absolutely essential for the future of humankind on this planet and, utopian or not, we simply have to strive for them.

6. Learning to Be and To Live Together

There is one final issue that I want to address. A central image of the Report is the idea of four pillars of learning. There is, of course, an underlying tension running between these pillars.

Learning to do and learning to know stress the technological, the scientific, the economic and the instrumental, all of which are encompassed by the recently invented idea of globalisation.

Learning to be and learning to live together, on the other hand, emphasise values, civic responsibility, interdependence, and the aesthetic. Their focus, then, is on the moral, the cultural, the social and the spiritual.

Delors himself, in his opening chapter, refers to this idea of tension. He identifies seven tensions that re-emerge throughout the report. They include the tension between the global and the local, between the universal and the individual, between tradition and modernity, between long-term and short-term considerations, and between the material and the spiritual.

Now it seems to me that this idea of tension can be understood in two quite different ways; first, tension as in opposition or conflict – tension between opposing parties, where only one can win. This is not, I believe, the kind of tension Delors is referring to.

> There is a second kind of tension that is creative and functional. It is the tension in a harp string, producing beautiful music. It is the tension in the great cables that hold the impressive new Glebe Island bridge in place. Without the tension in the cables the whole structure would collapse. It is a necessary tension, a functional tension. It is a tension that produces balance and harmony.

I believe it is this kind of tension that needs to exist in our education systems between the technical, the global, the material, and the short-term on the one hand, and the moral, the cultural, the local, the traditional and the spiritual on the other. It is the tension that needs to exist between preparation for work and preparation for life; between learning to know and do, and learning to be and to live together. But its very difficult to get the tension right – to achieve a functional balance – and to keep it that way.

At the moment, in the western world, and here in Australia, I think we're way out of sync., and that the balance is far from right. We're putting too much emphasis on knowing and doing, and not enough on being and on living together.

If we are to achieve a balance, how do we do it? Here is the real challenge for us as educators. Let me suggest three directions that we might take.

1. The whole area of cultural studies/civics/moral education/learning to live together/peace education/spirituality cannot be taught by putting it into a box and trying to slot it into an already overcrowded curriculum. We need to find ways of infusing these elements across all aspects of the school curriculum. How can this be done, and how can teachers be trained to do it?

2. Nor can these elements be taught purely as content. We need an equally strong emphasis on curriculum process. Perhaps we need to find different ways of communicating, of learning, of thinking, and of knowing, ways that help our students – at whatever level – to learn to be, and to learn to live together.

3. We must engage far more with the communities we serve. Are we really listening to our learners? Are we enabling them to learn how to learn? Are we giving them autonomy to make their own learning decisions? Or, as Delors expresses it, are we truly helping them to discover the treasure within?